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SELECT COMMITTEE ON MANPOWER TRAINING

HEARINGS
HELD AT
TORONTO

VOLUME
9

DATE
Oct. 3, 1962

J. R. Simonetti, M.P.P.
Chairman



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MR/md

SELECT COMMITTEE ON MANPOWER TRAINING

--- Upon commencing at 10.30 a.m.

Hearings held before the Select Committee on Manpower Training, at the Parliament Buildings, Toronto, Ontario, commencing at 10.30 a.m., on October 3rd, 1962. Information on foreign countries this morning, and we may ask questions. Any time you would like to interrupt, please do so.

PRESENT:

DOCTOR CRISPO: The Social Planning Council could not make it this morning. They will not be with MR. J. R. SIMONETT Is lion of CHAIRMAN thought we might MR. J. H. WHITE material, which MEMBER you, on Sweden MR. J. CHAPPLE MEMBER MR. R. BRUNELLE you probably MEMBER copies of MR. J. BOYER You have it MEMBER files. As this MR. A. E. THOMPSON MEMBER way of MR. R. J. HARRIS MEMBER it and MR. R. GISBORN questions about MEMBER MR. E. P. MORNINGSTAR Over the MEMBER and I read the one MR. A. CARRUTHERS "The West German" MEMBER you are MR. J. MORIN that one this MEMBER I would like to just get an explanation of some of the things that are MR. T. EBERLEE SECRETARY DR. J. CRISPO on have that one DIRECTOR OF RESEARCH

DOCTOR CRISPO: Yes. It depends on whether PROFESSOR LOGAN start with Sweden or Germany.

We have some material on France which we took from one of their journals. This is a summary of their view.

MR. HARRIS: I would be interested in hearing the West German one again because when I read it, there were a few things I was stuck on.

DOCTOR CRISPO: Perhaps I should begin



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4 --- Upon commencing at 10.30 a.m.
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6 THE CHAIRMAN: Gentlemen, Doctor Crispo
7 is going to cover some of the information on foreign
8 countries this morning, and we may ask questions. Any
9 time you would like to interrupt, please do so.

10 DOCTOR CRISPO: The Social Planning
11 Council could not make it this morning. They will not
12 be with us until next week. In lieu of that we thought
13 we might go over some material, which we gave you, on
14 Sweden and West Germany.

15 Most of you probably will not have
16 copies of this with you. You have it in your files.
17 As this decision was only made yesterday, there was no
18 way of getting this through to you. I can read through
19 it and you can ask any questions about it.

20 MR. HARRIS: Over the weekend I read
21 the one that was entitled "The West German Case". If
22 you are going to touch that one this morning, I would
23 like to just get an explanation of some of the things
24 that are in there.

25 Did you have that one in mind?

26 DOCTOR CRISPO: Yes. It depends on
27 whether you would like to start with Sweden or Germany.
28 We have some material on France which we took from one
29 of their journals. This is a summary of their view.

30 MR. HARRIS: I would be interested in
hearing the West German one again because when I read it,
there were a few things I was stuck on.

DOCTOR CRISPO: Perhaps I should begin



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5 by suggesting that we might give some consideration to
6 the relevancy of foreign developments. I think we are
7 all very prone, including myself, to look to Europe in
8 particular and say, "Goodness, look what they are doing
9 in the field of education and training. Why aren't we
doing likewise?"

10 I think it is true we can learn a fair
11 amount from what is going on in foreign countries, and
12 we can certainly learn from the emphasis and funds which
13 they are now putting into this field, but I think I
14 would urge you to be a little cautious about looking at
15 the parts of their programme from, say, Sweden, West
16 Germany, or France, or Britain, or any one of these
17 countries and say, Sweden is doing a marvelous job in
18 training the unemployed. Germany has got a wonderful
19 apprenticeship system. Why not take the best of each and
bring it over here?

20 I have said this before, and I would
21 want to emphasize it. I think this would be a mistake.
22 You just cannot take something from another environment
23 where the economy, the social aspects, the political
24 climate, everything is different. It may be true we can
25 look to the United States and readily transfer what they
26 are doing here. Their institutions, environment, every-
thing is the same.

27 I think I would begin by stressing that
28 I think we have got to be awfully careful in looking at
29 particular aspects of a foreign programme. I think it
30 is very easy to say if it is working well there, let us
do it here. I think what we should learn perhaps most



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5 from these other countries is that they are devoting
6 more and more funds, and more and more time and effort
7 to education and training. Beyond that, I am not sure
8 that we should allow ourselves to be swept away by what
9 they are doing in particular fields.

10 I would like to begin with that word of
11 caution. I may be wrong on that, but I think this is
12 something we should bear in mind.

13 One thing that I do find, I might just
14 pass this on before we look at individual countries,
15 and I do not know how you explain this. Supposedly,
16 they are class conscious, much more class conscious than
17 we are. It would seem to me, following from this, you
18 would expect the vocational education would suffer,
19 perhaps, from an even greater stigma there than it does
20 here.

21 My impression is vocational education
22 suffers from no stigma there, in comparison to what it
23 suffers here. I do not know how you explain this. I
24 think their trades and technical training is rated just
25 as highly as their academic training. That may be some-
26 what of an exaggeration, but there is no problem of
27 prestige with a lad that goes into a trade or technical
28 training over there, in comparison to the fellow here.

29 MR. HARRIS: Am I right in recalling,
30 particularly on the German one, that as soon as a child
gets to a point they call this middle school --- first
of all, most people cannot afford to send their children
on at age about fifteen or so, so they just naturally
go into, I do not know what the name of the other one is.



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5 DOCTOR CRISPO: When they are in this
6 other area, they all become apprentices in Germany.

7 MR. HARRIS: Yes.

8 DOCTOR CRISPO: I will come to this
9 later when we come to Germany. I think the figure of
10 graduates of the Volkshule is roughly eighty-five per
11 cent of the boys graduating from those schools go into
12 apprenticeships.

13 MR. HARRIS: That is the figure that
14 stuck in my mind.

15 DOCTOR CRISPO: Germany has worked on
16 apprentices more than any other country in the world and
17 we might readily say why can't we do it? However, they
18 have worked on this for almost a century.

19 MR. HARRIS: They just naturally go
20 into apprenticeship.

21 DOCTOR CRISPO: We will come to that
22 later on. I do not know how you would explain this:
23 It is my impression, by and large, there is less a
24 problem in terms of prestige, status, and so on, with
25 their vocational education than we have here.

26 Now, one final point before we look at
27 an individual country. What about the accuracy of the
28 information which we are giving you? Again, I have to
29 urge caution. Arnold Weinrib, a student who was with us
30 for part of the summer, did most of this work for us.
He will not be here this morning. He is in the School
of Law at the University and because the Dean was
lecturing this morning, the Dean is a very perceptive
man, he thought he had better be present. He might join



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5 us later in the morning. He did most of this work for
6 us. What he found, I think anyone of us would find the
7 same thing, there is very little written in English as
8 yet on what is going on in these countries.

9 The information is limited, and what is
10 available, much of it is official material. In other
11 words, embassies put it out. You have to take that with
12 a grain of salt. I do not want to say it is suspect,
13 but these are official publications and they are selling
14 their systems and there may be some inaccuracies, in
15 other words, in the information which I am going to pass
16 on to you, but I think, by and large, that at least for
17 the general points that come out of this, I think it is
18 accurate but I would suggest that it is pretty difficult
19 to be sure that you are accurate on the details of these
20 things from this distance. You just do not know. I
21 have had conversations, and Tom has had them with Mr.
22 Kerr of the Ryerson Institute who has been over.

23 I have talked, and Tom has again talked
24 to Ross Ford in Ottawa. He has been over. I talked to
25 people in Westinghouse that have been over. The
26 impression I got from what Arnold put together for us
27 is that he is not far off base. These check out with
28 other people that have been there. I think it is reason-
29 ably accurate.

30 What would be your preference? Would
you like to take a look at what we have given you on
Sweden or West Germany?

MR. HARRIS: I would like to do the
German one first.



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4 DOCTOR CRISPO: The best way to
5 proceed would be perhaps just to read through this
6 slowly and if any of you have questions, it might be best
7 if you save them until the end. However, if you would
8 like to raise them as we go through, why don't you do
9 that?

10 MR. GISBORN: Does the same apply to
11 Sweden in regard to the lack of information?

12 DOCTOR CRISPO: Sweden is doing much
13 more than other countries in the way of putting out
14 material in English. I do not know what accounts for
15 this. I suppose it is the fact English is a second
16 language, but there is more material in English from
17 Sweden than there is in the other countries. There is
18 very little from Germany.

19 Manpower Training in Foreign Countries

20 The West German Case

21 Introduction

22 The past decade has witnessed what is
23 popularly described as the "German miracle". Within an
24 incredibly short space of time West Germany has arisen
25 from a defeat which left her economically prostrate to
26 a position of eminence as one of the foremost industrial
27 countries in the world. One of the major reasons for
28 this phenomenal resurgence lies in the German system for
29 training skilled workers.

30 This paper will outline this system
with particular reference to the training of apprentices.



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5 It begins with a brief account of the formal system of
6 education in West Germany.

7 Formal Education in West Germany

8 At the outset it should be made clear
9 that a general account cannot be readily given of the
10 formal system of education in Germany because of the
11 divergencies which have arisen due to the autonomous
12 powers enjoyed by the constituent states in this field.

13 In this sense they are in a similar
14 position, or the same position as we are here and as is
15 the case in the United States.

16 THE CHAIRMAN: The statement we have
17 heard over the years is that Germany was much further
18 advanced than perhaps any part of the British Empire.
19 Is that correct?

20 DOCTOR CRISPO: Well, sir, we get into
21 an area, and at the risk of being wrong, I will general-
22 ize. I think Germany has always been famous for the
23 crafts and the calibre of their technicians. I do not
24 think that is something that is innate in the German
25 characteristic.

26 I do not think it is innate. It must
27 go back to their system of training. This is a statement
28 I cannot back up but if you look at their records prior
29 to World War II, in the chemical industry, in the steel
30 industry, it is my impression that they are technologi-
cally second to none, and unless you believe that is
something innate in the German character, the Aryan race,
as it were, then I think you have to attribute it to



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4 their education and training system.

5 MR. HARRIS: Under this system it puts
6 eighty per cent of the people into a trade of some kind
7 and out of that eighty you are going to get twenty per
8 cent that will become very good technicians.

9 THE CHAIRMAN: This is training that has
10 been going on for many years before the last war.

11 DOCTOR CRISPO: It is well developed now.
12 Their apprenticeship system is a very old system.

13 MR. EBERLEE: It goes back to the
14 eighteen hundreds.

15 DOCTOR CRISPO: The late eighteen hun-
16 dreds.

17 THE CHAIRMAN: Therefore, they were not
18 developing what I will call the super race, but they
19 were a race that had been trained more than any other
20 race.

21 DOCTOR CRISPO: Let me put it this way:
22 To the extent there was a super race, which really did
23 not entail any superior characteristic, something that
24 was innate in these people, it probably stems back to
25 the effort which they made to give these people a
26 superior education.

27 MR. EBERLEE: Germany probably organized
28 its public education system earlier than almost any other
29 country in the world. You will find when our own system
30 was being organized here, people like Doctor Ryerson in
the 1830's, 1850's went to Prussia and studied the
Prussian system which was sort of a model in those days.
I think throughout the nineteenth century-Germany has



perhaps been a model. I have read subsequently the trade schools really went downhill. In Shirer's book on the Rise and Fall of the Third Reich he mentions that point.

THE CHAIRMAN: I do not know about some of the trades, but I notice in the mechanical trades the German boys that come over here are very thoroughly taught how to work. They are fast. Very little comes back of any of their work.

I have noticed next to the German, the English mechanics seem to have much more training, they seem to have a different training than our own people who are trained in Canada. They are trained to do a thing right and it is finished. You can notice them working and that is the end they work towards. Some people in Canada, who are good mechanics, because they are working on a flat rate, they work for the end result. How quickly can I get it finished? Let us hope it is all right.

MR. EBERLEE: The German order seems to be to have everything just organized, does it not?

THE CHAIRMAN: That is right. The workmen are that way.

MR. EBERLEE: We tend to be disorganized here.

DOCTOR CRISPO: I think to put it in proper perspective, in comparing Germany and Canada, what you have to say is perhaps in the past they have done a better job, over the years, in the trade and technical education, but this must have been at the



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4 expense of the liberal arts side of education.

5 It may well be we put too much emphasis
6 on this and ignore the trade and technical education.
7 Perhaps over the years they are just as guilty, but they
8 went to the other extreme.

9 Again, we are saying these things but
10 it is pretty hard, sitting over here, to know exactly.
11 I would say, just to conclude this aside, or this
12 discussion, that I think we have to be awfully careful
13 about generalizing about these systems. I think, by and
14 large, what we say is true, but I would not want to go
15 into public print asserting that this was so, and this
16 was not so. I do not think we really know. There are
some pretty broad principles here.

17 THE CHAIRMAN: Does it seem they are
18 training from a long way back?

19 DOCTOR CRISPO: Yes.

20 THE CHAIRMAN: I think it does; where
21 we have lacked training.

22 DOCTOR CRISPO: Let me go on.

23 The account that follows is largely
24 based on the experience of the more industrialized states.
25 Of necessity these states have devoted more attention to
26 educational programs designed to prepare students for
trade and technical occupations than have their less
industrialized counterparts.

27 Formal schooling begins in Germany at
28 the age of 6. All children then enter a Volksschule for
29 at least 4 years. At roughly ten years of age students
30 with the necessary ability and with sufficient financial



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4 means may transfer into a Middle School or into a
5 Gymnasium. Those unable to transfer to either of these
6 schools will normally remain in the Volksschule for at
7 least another 5 years. The bulk of these students will
8 then enter an apprenticeship program in an industrial,
9 commercial or craft undertaking.

10 MR. HARRIS: This is where these eighty
11 odd per cent go, is it not?

12 DOCTOR CRISPO: Yes. I believe the
13 figure is roughly eighty to eighty-five per cent of the
14 graduates of the nine-year Volksschule programme go into
15 an apprenticeship. Now, this is eighty-five per cent of
16 the male graduates. I do not know what the figure is
17 for the female. Eighty-five per cent of the men.

18 Middle Schools in Germany provide a
19 minimum of 6 additional years to the 4 years of initial
20 schooling provided in the Volksschules. Students
21 graduate with a standing roughly equivalent to a second
22 or third year student in an Ontario secondary school and
23 in some of these schools may then take extension courses
24 beyond this level. Higher education is available to
25 Middle School graduates who have spent two years working
26 in industry. They may then enter an Ingenieurschule for
27 courses ranging in length from 2-1/2 to 3 years.
28 Graduates of these courses are qualified technicians and
29 enjoy roughly the same standing as our Ryerson graduates.

30 They do it in fewer years but it would
seem the status is roughly equivalent to our Ryerson
graduates.

Those students who transfer from the



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Volkschule into a Gymnasium take a nine year course which prepares them, as in the case of our senior matriculation, for entrance into university. Graduates may attend either a general or a technical university both of which appear to enjoy roughly the same status and prestige.

Apprenticeship in West Germany

As the following account will quickly reveal apprenticeship is utilized much more widely as a medium for training in Germany than it is in Canada.

The great mass of the skilled labour force in West Germany consists of Volkschule graduates who started out in industry either as apprentices or trainees. Approximately 85% of the males who graduate from the nine year Volkschule program are successful in securing either apprenticeship in a fully skilled trade or organized training in a semi-skilled occupation.

I would note there they have a form of apprenticeship, a dual form, I suppose of apprenticeship for service type occupations which might even include service station attendants, cooks, but they have it for all ranges of occupations.

This extraordinarily high percentage is due to the consistent and meticulous care with which apprenticeship has been fostered in Germany during the 20th century.

Apprenticeship is under the aegis of the Federal Ministry of Economics which in turn delegates its powers to two trade bodies, the Chamber of Industry and Commerce and the Chamber of Crafts. The Chamber



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4 of Industry and Commerce regulates apprenticeship
5 programs in large scale industry while the Chamber of
6 Crafts bears a like responsibility in smaller scale craft
7 industries. Both organizations set the apprenticeship
8 examinations for their respective programs and judge the
9 results. In all of these matters there is cooperation
10 with the Ministry of Labour and with appropriate unions.

11 Apprentices work on the job five days
12 a week and attend Vocational schools which are called
13 Berufsschules on a day-release basis on Saturdays or
14 in the evening. Attendance of eight hours a week is
15 compulsory during the term of apprenticeship.

16 Here we are again. They differ some-
17 what from the system here. We have block release for
18 the two periods which an apprentice will spend at
19 P.I.T. They have a day release programme which operates
20 through the entire apprenticeship period. In other
21 words, one day a week is devoted to classroom instruction.

22 THE CHAIRMAN: That is eight hours a
23 week?

24 DOCTOR CRISPO: Yes.

25 The breakdown of the course content in
26 the Berufsschule is approximately as follows: 40%
27 general (civics, German, science and mathematics) and
28 60% vocational (craft theory, knowledge of materials,
29 technical drawing, industrial practice and trade cal-
30 culations). Such courses are sufficiently general to
permit several trades to be grouped together, the
necessary differentiation taking place on the job, not
in the school.

of industrial and commercial enterprises and services.

It is necessary to have a clear understanding of the

importance of the various factors which enter into the

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4 Here again there is a difference. Here
5 apprentice for each trade goes into the trade school,
6 goes into a separate programme. There many people from
7 different trades would be lumped together.

8 MR. EBERLEE: Like the building trades?

9 DOCTOR CRISPO: That is right. They
10 would all be under one roof. In other words, they would
11 all take the same class. They leave the differentiation
12 out at the school level. The specialized training is
13 required to be on the job, at the end of the apprentice-
ship programme.

14 The degree of specialization in
15 apprenticeship training is very great. There are
16 approximately 400 skilled trades in industry, 125 in the
17 crafts and 175 in the semi-skilled occupations.
18 Tremendous variety. For each of these "recognized
19 trades" there are trade specifications which include a
20 description of the trade and indicate the period of
21 apprenticeship or other training required, the kind of
22 work to be done and the knowledge and skills to be
23 required. These specifications are part of the training
24 contract between the student and the employer and
therefore are legally binding.

25 At the present time there are about two
26 and a half million apprentices registered in the
27 Berufsschulen. This represents a tremendous investment
28 in training and provides some indication of the magnitude
29 of the costs involved. The costs are distributed far
30 differently than they are here, however, as the apprentice
or trainee is paid only a nominal wage and thus bears



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4 far greater share of the costs of his training than does
5 his counterpart in North America.

6 Let me interject again. Apparently in
7 Germany the apprentice gets almost nothing. He is
8 assumed to be living at home with his parents and he is
9 assumed, therefore, to have only nominal expense.

10 MR. HARRIS: I think, as I read that,
11 at this time he is only about sixteen, is he not?

12 DOCTOR CRISPO: Yes, he is probably
13 fifteen or sixteen.

14 MR. HARRIS: Maybe fifteen which makes
15 him younger than our counterpart.

16 DOCTOR CRISPO: Yes.

17 THE CHAIRMAN: They are heavily populated
18 to a point where they could have many more schools than
19 we could have.

20 DOCTOR CRISPO: We will come to this.
21 This does raise an interesting problem. There are two
22 sides of it. Here the apprentice rates are fairly high.
23 I mean, a good income starts usually forty, fifty per
24 cent of the journeyman's rate and moves up progressively.
25 Now, apparently this is too high, and that is why an
26 employer does not give all round training instruction.
27 They are paying this lad so much when they are going to
28 train him, they will try to get some work out of him in
29 order to afford to pay that rate. You might say let us
30 adopt the German system.

Well, you cannot say this because one
of the problems we have got here in trying to attract
apprentices is the appeal which the common labouring jobs



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5 have. Even though he may get fifty per cent of the
6 journeyman's rate when he starts, if he wants to drop
7 out of school and become a common labourer in a factory,
8 he can go into the unskilled labouring force and he will
9 get more.

10 MR. HARRIS: I am wondering if right
11 here, and now I am just speaking about the young fellows
12 at school, before they drop out. I am not thinking about
13 any other category of people, but with that group, could
14 we in some way recommend, or work out a system whereby
15 one year, say, off their apprenticeship would be given
16 to them if they were able to take one year at the new
17 vocational schools, and so on, going up? That is an
18 idea I picked up out of reading this.

19 DOCTOR CRISPO: In the automotive trades,
20 for example, you get between one or two years' credit
21 if you have gone through a technical school and special-
22 ized in the automotive end of it.

23 In the building trades it is up to the
24 discretion, as I see it, of the local committee. Some-
25 times you get credits, sometimes you do not. You are
26 suggesting a general form of credit, giving credit where
27 credit is due for work done in high schools?

28 MR. HARRIS: Yes.

29 DOCTOR CRISPO: My personal opinion
30 would be that if we want to cut down the drop-out rate
this would be something that the Committee would want to
consider. I think this is something worth considering.

THE CHAIRMAN: In the designated trades,
if they attain a certain standard while going to school,



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4 it should be recognized.

5 DOCTOR CRISPO: We had the I.B.E.W.
6 last week and they said they would not give credit to
7 anyone. They virtually said this: The high schools were
8 not producing good graduates.

9 MR. EBERLEE: Their emphasis was on
10 restricting entry into their particular trade. They
11 wanted to make it as tough as possible.

12 DOCTOR CRISPO: They did not say that.

13 MR. EBERLEE: That was the impression
14 I got.

15 MR. HARRIS: I think we should do this
16 in a little broader way than at the moment.

17 DOCTOR CRISPO: I think the way to do
18 this, myself, is that there should be examinations. I
19 do not care who sets them. Probably the Department of
20 Labour, but there should be examinations at the end of
21 every year and if a lad comes out of high school, he
22 should be allowed to try the examination; the examination
23 that is normally set at the end of the first year
24 apprenticeship. If he can pass it, he should be con-

25 sidered then as qualified as the lad who has gone through
26 training on the job.

27 MR. HARRIS: What would you think about
28 this sort of approach?

29 MR. GISBORN: I think this is one of
30 the approaches we have got to take. We have got to give
credit to provide the motive and the incentive at that
age to get them interested.

DOCTOR CRISPO: I agree with you but we



cannot make it a blanket credit in any particular area.

THE CHAIRMAN: If we took the certified trades, such as the auto repair, I know of a technical school in Kingston that has been teaching for the last ten years, ever since I was in there, and the instructor would call the garages in May every year and say "Do you want any apprentices?"

It got to the point where he did not have to call the garages. Everybody was calling him. "Have you got any apprentices? How many have you got? How many can I have?" It reached that point after a while.

DOCTOR CRISPO: The difficulty is that the standards in technical schools vary all over the lot. This is why I think you would have to be very leary of a blanket credit. Now, there is a good instructor and a good school. I will not name other schools, but I dare say you in the automotive industry probably know of a number of schools which are not up to what they should be. If you give a blanket credit without forcing them to take this examination, I think you might get into difficulty.

If you have these examinations at each stage, you can then say, well, we think he is fit.

THE CHAIRMAN: I think if we are going to certify more trades --- with our new schools, we are able to --- we should have an examination in all trades so when they attain a certain degree of skill, that they are recognized and they go on. Otherwise, we would be defeating our own cause in these schools.

MR. EBERLEE: Surely it is possible to



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4 have a basic minimum standard for technical schools for
5 each Province? Surely if you have an inspection service,
6 and so on, you can see.

7 DOCTOR CRISPO: I do not think there is
8 anything personally short of a common examination which
9 is given to high schools. I do not know how. I may be
10 wrong, but your inspector goes around, sits in the class,
11 talks to the instructor and he makes a rate.

12 THE CHAIRMAN: Even in the high schools
13 if we did not have examinations how are we going to rate
14 them, or designate them? You are going to have one that
15 is going to be above the rest.

16 DOCTOR CRISPO: I am always stressing
17 how complex this is, but we will hear from industry, I
18 think it is reflected in the C.M.A. brief that they would
19 like to see common standards in the technical schools.
20 They would not have to pick them in accordance with a
21 particular school.

22 MR. EBERLEE: Departmental examination?

23 DOCTOR CRISPO: Yes. This makes a lot
24 of sense, but you talk to educators both in the University
25 and high schools and ask them what effect senior
26 matriculation has or any departmental examination and
27 you will find it has a stultifying effect.

28 You were all geared to passing that one
29 examination. The whole school system is geared to this.
30 There is a loss of flexibility.

Now, we have Arnold with us so he can
jump in and give us his views on some of these things.
We are into Germany and we have got through two pages so



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5 you are here at the right time. Anymore questions on
6 that general area?

7 Let me add, I do want to say something
8 else about this possibility of some sort of credit being
9 given. If credit is not given, the whole purpose of the
10 Robarts' Plan is lost because you will not get the
11 people going into the technical schools because they will
12 say "Look, you say go into technical school because I
13 will have a better route into apprenticeship and my father
14 tells me I can get an apprenticeship no matter what route
15 I take, so why I shouldn't I stay in academic training?"

16 MR. HARRIS: I agree one hundred per
17 cent. We have to make some kind of a recommendation to
18 give credit for a certain amount off apprenticeship at
19 high school or vocational school, or wherever it works
20 out.

21 THE CHAIRMAN: Otherwise, your apprentice-
22 ship training would not mean anything.

23 DOCTOR CRISPO: Let us go on to post
24 apprenticeship training.

25 Post Apprenticeship Training

26 The need for more technicians and
27 engineers has led the authorities concerned to set up a
28 "second way" for students and workers to obtain the higher
29 qualifications described earlier in this presentation.

30 Perhaps I should say again there is a
great deal of emphasis in all of the European countries
on what they call the second way. This is the non-
academic route. In some countries it is the non-school



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5 route. It is outside the schools altogether. The lad
6 that, for example, drops out and gets into apprenticeship,
7 from one means or another, he may have had very little
8 formal schooling, but, nevertheless, they are working
9 hard to provide him with education along the way.

10 If that lad shows signs of being able
11 to absorb higher education, he will not be blocked
12 simply because he did not get the equivalent of our
13 junior matriculation or our senior matriculation. There
14 is the second route on which they are putting more and
15 more consideration, and I think it reflects their belief
16 that a lot of these drop-outs are not people with sub-
17 standard intelligence, but people that just have not
18 found themselves.

19 They may not find themselves until they
20 are eighteen or nineteen. By that time they are just
21 into apprenticeship in some trade. However, they do not
22 have to stop at the journeyman status if there is some-
23 thing beyond that level to which they can ascribe.

24 In the second or third year of apprentice-
25 ship and for two years afterwards an ambitious apprentice
26 may attend an additional evening course known as the
27 Berufsaufbauschule. This lasts 3-1/2 years, involves
28 attendance for 12 hours per week, and is usually spread
29 over four evenings or the equivalent time on the weekend.

30 MR. WEINRIB: Usually on Saturday, in
fact. It is hardly ever a week day. There they appar-
ently believe in the six-day week and if you are not
working, you are apparently going to school on Saturday,
unlike here where if you are not working, you are sleeping



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4 on Saturday.

5 DOCTOR CRISPO: As in the case of the
6 Berufsschule, but at a higher level, this school serves
7 both to extend general education and to promote higher
8 level technical studies. The candidates must also serve
9 an extra term of apprenticeship of at least six months
10 in a related trade or in related trades.

11 Here you have this chap who is on his
12 way to becoming a qualified journeyman in one trade and
13 he suddenly gets a desire to proceed beyond that level.
14 One of the things they make him do is get some training
15 in another trade and broaden his horizons.

16 There are thus four conditions to be
17 observed:

18 (a) Successful completion of Berufsschule.
19 That is eight hour day release programme.

20 (b) Successful completion of
21 Berufsaufbauschule. That is the twelve hour period.

22 (c) Successful completion of a normal
23 apprenticeship program.

24 (d) Successful completion of extended
25 practical training in related crafts.

26 After these four conditions have been
27 satisfied the student may then go on to an Ingenierschule
28 (as described above) with the same standing as a Middle
29 School graduate.

30 MR. HARRIS: That is like our Ryerson
School?

DOCTOR CRISPO: Yes. He has not gone
through high school. He has not got grade twelve. He



has got his education, you might say, the hard way. The practical way. On the job. This is the second way which they have referred to. This astounds me.

Approximately 40% of those attending the Ingenierschulen have entered by this "second way".

I am tempted to offer another aside. This indicates a tremendous amount of ambition, to me, on the part of their apprentices.

MR. HARRIS: To me it indicates that maybe here we have wasted a tremendous amount of potential.

DOCTOR CRISPO: Right. By stopping people at the apprenticeship level.

MR. HARRIS: That is what I mean.

DOCTOR CRISPO: This, I think, is one of the most impressive things of the German, and indeed the whole European set-up.

After he graduates from the Ingenierschule, the "second way" student has the right to go on to Technical University. (This right is restricted, however, to the relevant faculty or sometimes to a particular Technical University.) It is thus made possible to proceed by an indirect route from the Volksschule into the Technical University without passing through a Gymnasium, being the standard routine university.

Arnold has tried to summarize the situation in Germany.

Conclusion

Training for industry in West Germany is based on a general education system which is not



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4 unlike our own. At least at the lower levels. The
5 major difference would appear to lie in the fact that
6 vocational education is not provided in the formal
7 educational system but is confined to the day-release
8 program during the apprenticeship period. Even then 40%
9 of the available classroom time is devoted to academic
10 type subjects.

11 Apprenticeship in Germany has a long
12 history and is firmly established in a tremendous variety
13 of trades and occupations. Employer organizations appear
14 to carry the bulk of the responsibility for the
15 supervisor of the apprenticeship programs but excellent
16 cooperation apparently exists between all those concerned
with such training.

17 Especially noteworthy are the efforts
18 which have been made to provide successful apprentice
19 with the opportunity to proceed on to higher professional
20 standing. This would seem to compensate for the fact
21 that lack of financial means might preclude a German
22 student from reaching such a level by the normal academic
route.

23 Mention has not been made of German
24 efforts designed to cope with the retraining of un-
25 employed workers. This has not been a problem in recent
26 years but programs are available to deal with such
situation if and when the need arises.

27 That is the German case, and I should
28 say that we have concentrated particularly I suppose on
29 it but it is impossible at this distance to come up with
30 any sort of comprehensive review of the whole system for



educational training.

MR. WEINRIB: I wonder if I might answer a question Mr. Thompson asked about three months ago about the importation of workers into Germany of a skilled and unskilled nature.

They do not train them. They import hundreds of thousands a year from Italy. They do not train them in Germany. They import unskilled workers and use them and then they send them back. There is almost no training given to these people. They train their own and send the Italians back, so to speak. This is clearly impossible in Canada but that is how they do it.

MR. THOMPSON: Am I correct in saying that neither is there an opportunity to stay? They cannot stay there if they want to?

MR. WEINRIB: No. Now there is but this is still under very strict regulations. I understand an awful lot of red tape is involved even under the new European Community.

DOCTOR CRISPO: At the risk of arguing with Arnold, I think it should be said that with the continuing development under the auspices of the Common Market Organization, this red tape will diminish in significance and it will be easy for people to move between borders, but as it is now, there are all sorts of regulations.

If you are an Italian worker in a German factory and a lay-off comes about, you may have more skill than the last German that was hired, but



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4 unless you have been in Germany, I think it is for three
5 years, you are the first one laid off. You have to
6 accumulate rights over time within the country to which
7 you may immigrate.

8 MR. WEINRIB: There are still quotas in
9 certain occupations. This will gradually be abolished
10 but for the next little while they will continue having
11 these quotas.

12 MR. THOMPSON: From our point of view,
13 this would be very difficult to do?

14 MR. WEINRIB: Yes.

15 MR. GISBORN: Can we get some idea of
16 the distribution of costs of their programme?

17 DOCTOR CRISPO: This is something I
18 think I can give you a rough idea on. I just read some
19 documents put out by the O.E.C.D. and they make a
20 statement in there that Canada and the United States are
21 spending roughly two and a half times per capita on
22 education than are the European countries.

23 MR. MORNINGSTAR: Two and a half times
24 more?

25 DOCTOR CRISPO: Yes. I could not
26 believe that that is the case. We have the explanation
27 that maybe they do not pay any technical training in
28 the schools and this is where the tremendous expense is
29 now arising in North America.

30 MR. EBERLEE: They do not have any
equipment in the school?

DOCTOR CRISPO: No. They do it through
apprentices on the job and give very little instruction



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5 in the school.

6 MR. WEINRIB: As is mentioned in there
7 the amount of plant space given to training in a private
8 industrial plant must be fantastic because there is
9 little in the schools. It is mostly given in the plants.

10 DOCTOR CRISPO: The hidden cost of
11 education is absorbed by private employers. That is not
12 the case here.

13 MR. WEINRIB: They get some of it back.
14 They get a tax break on this. The Government pays them.
15 They are allowed certain subsidies, depending upon how
16 many they teach. Whether they teach them for other
17 industrial plants besides their own.

18 DOCTOR CRISPO: If you took all of these
19 hidden costs into consideration, I think you would find
20 the difference between the per capita cost here and the
21 per capita cost there would be nominal.

22 One thing that is taking place, I
23 believe it is Germany. It may have been France. They
24 are considering raising the school age up to sixteen.
25 In other words, compulsory schooling to sixteen.

26 MR. WEINRIB: That is France.

27 MR. MORNINGSTAR: Where is this?
28 France?

29 DOCTOR CRISPO: France,

30 MR. EBERLEE: What is the age now?

DOCTOR CRISPO: Fifteen.

MR. WEINRIB: Also in Sweden they have
just raised it to sixteen, just in the last year.

DOCTOR CRISPO: I do not know whether



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4 that answers your question. When I first saw that
5 figure, I said look at what they are doing in the field
6 of education and training over there while we are spend-
7 ing more per capita. I think the explanation may largely
8 lie in the fact most of their technical training and the
9 costs associated with this are absorbed by industry
10 rather than by the school system. Also, I gathered
11 from some of the literature I recently read that teachers
12 salaries are relatively higher here than they are in
13 Europe at this stage, although this will likely change
14 radically because they are so short of teachers. They
15 are raising salaries over there at an amazing rate.

16 MR. GISBORN: Do we have any idea what
17 the immigration quota is in Germany in relation to other
18 countries, to Canada and the United States?

19 DOCTOR CRISPO: You mean how many
20 immigrants are coming to Canada?

21 MR. GISBORN: I was wondering if this
22 skilled group are leaving Germany.

23 DOCTOR CRISPO: I cannot give you that
24 in figures. My impression right now is it is very low.
25 There is ample opportunity there. That is why, you see,
26 after the war Canada was booming. Europe was just
27 recovering and we could get all the skilled help we wanted
28 from Europe. The opportunities were not as great there.
29 The opportunities were much more handsome here.

30 MR. WEINRIB: I know of cases of Germans
where they are going back home. They have been here
five or six years. They came during the boom period,
early fifties and are now going back.



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5 MR. MORNINGSTAR: They are going back
6 to Germany?

7 MR. WEINRIB: Yes.

8 MR. THOMPSON: There are more people
9 going back now certainly than coming into Canada.

10 MR. WEINRIB: I do not know the figures
11 on Germans. I think that would be true though for Germans.

12 THE CHAIRMAN: You would not have the
13 records of those going back?

14 MR. THOMPSON: No. They are free to go
15 if they feel like it.

16 DOCTOR CRISPO: They are going to start
17 doing that. Now, you have to get the information by
18 going to the country involved. We wanted to find out how
19 many were leaving for the United States. We could not
20 get it from our records. We can go down and get their
21 immigration records. They are going to try to keep tabs
22 on this in Canada.

23 MR. THOMPSON: I was interested. I was
24 wondering prior to full employment, which is probably
25 the situation that we are in now, what did they do about
26 encouraging these people to take training? They had no
27 future, perhaps, at some point. Is it the publicity they
28 used to get them to go into a long period of apprentice-
29 ship?

30 MR. WEINRIB: Their apprenticeship
system in Germany has been really going strong since after
the First World War. Another thing, there is no stigma
on apprentices. It seems like a natural thing to do over
there. Here it is, I guess, like a case of second or



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4 third choice. There it is extremely natural and they
5 do not think about it.

6 In other words, since the war there hasn't
7 been a lack. There has always been, as far as I know,
8 relatively full employment in Germany.

9 DOCTOR CRISPO: One per cent unemployed.

10 MR. HARRIS: Just talking about this
11 second way for moment. I am trying to recall what Doctor
12 Randall said in here. He said there was one isolated
13 instance existing now for people to get to University the
14 second way. Am I right in that?

15 DOCTOR CRISPO: No, I do not think so.
16 Doctor Randall may have referred to this whole aspect of
17 the second way as a possibility of Ryerson students going
18 on to engineering at the University of Toronto. He made
19 the point that the University starting next year will
20 take honour graduates from Ryerson and put them into
21 second year engineering if they have enough academic
22 credits. This is really not true of the second way.

23 MR. HARRIS: Do you think there is any
24 possible recommendation we would be able to make with
25 regard to the second way in the future?

26 DOCTOR CRISPO: I think, if I may express
27 an opinion on this, if we put more emphasis on equivalency
28 all along the way. Something that is equivalent to
29 grade twelve, if I want to try to get into apprenticeship,
30 or something equivalent to grade ten if I want to try to
get into the lesser skilled trades.

31 If we also set up, and this is where I
32 think developments are already taking place, formalized



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4 common standards which would permit him to finish a
5 programme at Ryerson; he can go into an advanced tech-
6 nical course at Ryerson.

7 I do not know what he comes out with,
8 a certificate, a little more than an apprenticeship
9 degree, maybe, but nobody really knows what it stands for.
10 There is no formal standard attached to it. Employers
11 do not know what it means. They may find out what it
12 means eventually. I think we could move this way at
13 least through evening programmes.

14 I am not sure that you would find our
15 educational people flexible enough at this stage to
16 contemplate the idea of apprentices going into Ryerson
17 if he has had less than grade twelve.

18 MR. EBERLEE: In some of the talks we
19 had back in May and June with various educational people,
20 some people expressed the view that apprentices should
21 be able to go on to Ryerson. If he is finished with that,
22 and still has a lot of ambition, go on to the school of
23 engineering, and so on.

24 DOCTOR CRISPO: Please do not get the
25 idea that I disagree with this. My interpretation is that
26 they are not quite that flexible. A boost from this
27 Committee would help.

28 MR. HARRIS: That is my point. I hoped
29 that we would be able to put in words this thought. It
30 perhaps could not happen right now, but it could be a
long-run recommendation.

DOCTOR CRISPO: There are certain things
you will want to recommend for immediate attention and



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4 other things that you suggest the Government keep its
5 eye on and perhaps the administration can be led to do
6 something in this area.

7 MR. HARRIS: I think this would be one
8 we would mention as a long-run recommendation.

9 DOCTOR CRISPO: Your staff, I will say
10 this, has it very much in hand.

11 MR. THOMPSON: We have got two areas
12 we are interested in. One is the young people who are
13 going into industry. However, surely in Germany after
14 the war fellows were discharged from the Army and they had
15 not gone through an apprenticeship course when they were
16 in the Army. They had to get adapted into industry.

17 I would be interested in knowing if they
18 had a crash programme for them. I am thinking of this
19 because we are in this situation of having a lot of
20 fellows who perhaps could not go through a long period
21 of apprenticeship. What did they do in Germany about
22 these fellows?

23 MR. WEINRIB: I did not read anything
24 directly related to the immediate post war situation.
25 Most of the reading I did, most of the material as
26 published related to 1948 and afterwards.

27 I am really not aware of what they did,
28 though I suppose that there were crash programmes. The
29 thing is that it took them a long time, relatively, to
30 re-build. They were probably held back by their lack of
skilled manpower and the fact that in certain industries
they could substitute a lot of unskilled manpower for
the really skilled manpower. Cost a lot more economically,



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4 but it can be done.

5 One of their problems though was they
6 did not have the equipment.

7 MR. EBERLEE: I would assume from this
8 that today a man who is, say, fifty, who was a German in
9 some trade or another, and had decided that he wanted to
10 take another trade could, even at this stage of his
11 career, probably do it?

12 MR. WEINRIB: I do not think so. There
13 are certainly age limits. They are very flexible, but
14 fifty is rather old for re-training.

15 MR. CHAIRMAN: Now, if you had said
16 forty ---

17 MR. WEINRIB: Thirty-five I know that
18 they can do it.

19 DOCTOR CRISPO: I think the older the
20 man becomes, the less easy it becomes because when he
21 went through school it was probably thirty years ago and
22 he is not in a position now, it is not his fault, to
23 absorb this. His education is not current enough to
24 lend itself to this programme.

25 MR. EBERLEE: I gather people are not
26 blocked off, as they are here.

27 DOCTOR CRISPO: No. The O.E.C.D. had
28 a conference in 1959 and it is clear that a tremendous
29 amount of emphasis is being placed on developing this
30 second way, all the way through.

MR. GISBORN: Have we any idea if there
has been the same development in Germany in regard to
synthetics, such as plastics replacing wood; aluminum



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4 and steel, and this sort of thing, as there has been in
5 the States, say, and in Canada?

6 MR. WEINRIB: Well, off hand I would say
7 there is no reason why there should not be. Germany's
8 chemical industry is as far advanced as ours is.

9 MR. EBERLEE: In fact, they are the
10 fatherland of plastics to a great extent.

11 DOCTOR CRISPO: They are probably ahead
12 on certain synthetics and behind on certain others.

13 MR. EBERLEE: Probably it was their
14 wartime experience. Even if they came out of the war
15 completely smashed up, by having to make do to an even
16 greater extent than we did, they would make use of
17 synthetics and I suppose that helped put them a little
further ahead.

18 That was my impression from reading.

19 MR. GISBORN: What I was thinking about
20 this provided the impetus for the apprentice into this
21 specific craft or trade. Here I think one of the problems
22 has been the development of new products and the manuals
23 that come with it with directions for installation can
24 be done by almost anyone. This has been one of our
25 problems. The problem of the trades trying to protect
26 their own particular trade. It is reducing the necessity
of craftsmen in a lot of areas.

27 DOCTOR CRISPO: I imagine they have run
28 into this same sort of difficulty there. Take the
29 building trades, this is really a problem here. They have
30 an industrial union and this means that many of the
jurisdictional difficulties were a little less significant.



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5 There is it a little less difficult to transfer work
6 where it is called for, because of technological changes.

7 I imagine what they might say is that
8 when it comes to craftsmen they are overtraining them
9 but they probably use the argument that some of their
10 union people use here, we may be overtraining them but
11 that is not too great an objection; that should not be
12 criticized because while they are overtrained for the
13 particular job they may take right after they finish
14 the apprenticeship course, that particular job is going
15 to disappear and they are going to have to do something
16 that is related to it and by additional training it will
17 permit them to move about more readily within their
18 general skilled area than it would if we just trained
19 a man for the particular job now and waited to re-train
20 him.

21 In other words, it makes him easier to
22 re-train later on if he has had a broad background in a
23 general skilled area.

24 MR. GISBORN: I have a neighbour, who
25 is a German. He has been in business in Canada I guess
26 forty years. He is an agent for a saw sharpening industry
27 and he is having a terrific time. He cannot find anyone
28 interested enough to take on, when he is going to have
29 to leave off, the knowledge of this particular equipment.

30 He has travelled extensively throughout
the States and Canada both in the sales field and in
the repair field trying to get people who know how to
fix this particular type of saw sharpening equipment.

I think the same thing applies to the



whole machine tool industry in Canada; it is just about gone. This would be a terrific field for development in this country.

THE CHAIRMAN: Can we move into Sweden now?

MR. WEINRIB:

Manpower Training in Foreign Countries

The Swedish Case

Introduction

Judging by the emphasis which Sweden places upon manpower training it might well be described as the country's most basic industry. Free education and manpower training facilities are provided in practically every field of endeavour. Workers are constantly urged to upgrade themselves and almost no restrictions (such as those which apply in the case of apprenticeship in Ontario) are placed in the way of those wishing to do so. Perhaps most striking of all, however, are the excellent relations which exist between labour, management and the government in all phases of manpower training.

Education and Training in the Formal School System

Education is compulsory between the ages of 6 or 7 and 15 or 16 in Sweden. All pupils attend the same schools and take the same courses until they reach Grade 9. At that juncture in their educational careers they enter one of three divisions.

A general program is available for those



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5 who either plan to go on into commercial work or hope to
6 enter university. Those in the former category normally
7 will go on to a 1 or 2 year commercial gymnasium course.
8 Apparently they have a shortage there of commercial
9 workers. These schools now graduate about 2,000 pupils
10 per year in courses which provide both a theoretical and
11 practical grounding to students intending to go into
12 bookkeeping and general office work. It is planned to
13 double the enrolment in these schools by 1965.

14 A more broad and liberal program for
15 potential university students is provided in what is
16 known as the pre-gymnasium courses and in the academic
17 gymnasia themselves.

18 Students planning to become tradesmen,
19 technicians or engineers are normally channeled into the
20 vocational stream. These students may end up in one of
21 2 major types of schools. They may enter a technical
22 gymnasium or a technical training college or they may
23 enter a vocational training school.

24 Students entering into either a
25 technical gymnasium or a technical training college are
26 required to have a certain amount of actual experience
27 in industry. They attend these schools for as long as
28 three years and graduate from the more advanced of these
29 courses with something akin to our Ryerson standard.
30 One quarter of the graduates usually go on to technical
university.

31 In Sweden technical university is the
32 same thing as a school of practical science and engineer-
33 ing here, but they are under different administration,



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4 like the arts section and the engineering section are
5 separate.

6 Indicative of the emphasis now being
7 attached to technical education in Sweden is the planned
8 addition by 1965 of 23 new technical gymnasias. With a
9 population of just over 7,000,000 --- that is not very
10 much more than Ontario --- they already have 27 of such
11 gymnasias each of which now graduates approximately one
hundred students per year.

12 By 1965 you will have five thousand
13 technical students graduating each year in Sweden as
14 technicians. Now, I do not know what the figures are
15 for Ontario, but they are probably not even a large
16 multiple of that.

17 MR. HARRIS: I did not get the figures
18 there.

19 MR. WEINRIB: By 1965 they will have
20 fifty of these technical gymnasias which are something like
21 Ryerson and each is to graduate a hundred a year so that
22 is five thousand technicians a year graduating.

23 The schools for vocational training are
24 generally municipally operated. These apprenticeship,
25 trade or workshop schools offer courses in an unlimited
26 variety of fields. The courses last for as long as four
27 years and embrace everything from the building and motor
28 vehicle trades to home economics and sewing. Where
29 appropriate, the courses are designed to give the students
30 a general grounding in a trade with a view to their
proceeding through a three year post-school apprenticeship
program to become a journeyman. In each trade, it is to

the first section and the engineering section are

Industrial of the engineering section

related to technical education in Sweden in the present
condition we have 18 new technical universities. With a
population of over 9,000,000 -- that is not very
many more than Norway -- they already have 17 of such
universities each of which are technically specialized and
national research centers.

In fact you will have five thousand

first class technical institutions in your country as

Sweden has, so you know what the figures are

for research, but they are presently not even a large

part of the total.

Dr. J. H. Hill: I did not get the figures

there.

Dr. Hill: We have five thousand

first class technical institutions, which are something like

Sweden and which is so general as to include a very small

is five thousand institutions a year ago.

and which for vocational training are

generally not really specialized, that is, not

more or less, more or less, more or less, in an unlimited

variety of fields. The courses last for as long as four

years and embrace everything from the building and motor

vehicle to the home economics and so forth, where

applied, the courses are designed to give the students

a general grounding in a field with a view to their

proceeding through a three year post-technical apprenticeship

program to become a technician. In such a case, it is to



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4 be emphasized, the training given is as broad as possible.
5 The intent is to provide each graduate with a maximum
6 amount of occupational mobility within his general skill
7 category. Painters, for example, are not just taught
8 one type of painting. Instead they are likely to be
9 trained in everything from house and furniture painting
10 to auto-body and sign painting.

11 There are 700 of these schools in the
12 country. Most of them operate both full-time and part-
13 time programs but some are confined only to the latter.

14 I gather they have only full-time
15 programs in the larger centres and part-time programs in
16 the outlying districts.

17 The full-time courses are normally
18 designed to lead into formal apprenticeship programs or
19 the equivalent and combine both workshop and classroom
20 instruction. The part-time courses tend to be limited
21 to the upgrading of existing skills. They are usually
22 intended to provide a more rounded education in a partic-
23 ular field or to give an isolated subject fuller treatment.

24 Some of the workshop schools function in
25 conjunction with industrial firms. In these cases the
26 firm supplies the necessary equipment and the government
27 pays them subsidies for the expenses they incur. In some
28 of these programs arrangements can also be made to operate
29 sandwich courses in which full-time school instruction
30 is alternated at regular intervals with in-plant
employment.

31 The extent of in-plant training, train-
32 ing in the plant is not as great in Sweden as it is in

be expressed, the training given is as broad as possible. The intent is to provide each graduate with a maximum amount of occupational mobility within his general skill category. Painters, for example, are not just taught one type of painting. Instead they are likely to be trained in everything from house and furniture painting to auto-body and sign painting.

There are 400 of these schools in the country. Most of them operate both full-time and part-time programs and some are confined only to the latter.

Together they have only full-time programs in the latter courses and part-time programs in the earlier disciplines.

The full-time courses are normally designed to lead into formal apprenticeship programs or the equivalent and are not just workshop and classroom instruction. The part-time courses tend to be limited to the upgrading of existing skills. They are usually

intended to provide a more rounded education in a particular field or to give an isolated subject matter treatment. Some of the workshop schools function in

connection with industrial firms. In these cases the firm supplies the necessary equipment and the government pays their salaries for the expenses they incur. In some of these programs arrangements may also be made for operation of school courses in which full-time school instruction is alternated as regular intervals with on-plant

The extent of on-plant training, varying in the plant is not as great as Sweden as it is in



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4 Germany. In Germany they really make a fetish out of it.
5 In Sweden if it is more practical to do it that way,
6 fine. If not, they are just as happy to build schools
7 as pay for the programmes.

8 DOCTOR CRISPO: Let me add to that that
9 this is probably the most important distinction between
10 Germany and Sweden. Apprenticeship is not as significant
11 in Sweden as it is in Germany and on the other side of
12 the coin, much more trade and technical training is done
13 in the schools in Sweden than is done in Germany, so
14 here are two different systems arriving at the same net
15 result. One putting more emphasis on the schools, which
16 putting the bulk of the emphasis on apprentices.

17 MR. HARRIS: I suppose the third group,
18 the third type of school, tradesmen and technicians and
19 engineers right up to the top people are the same?

20 MR. WEINRIB: No. The technical
21 gymnasium would be the training for the top level now.
22 The lower type technicians and craftsmen go into the
23 second type of school, what they call workshop schools.

24 MR. BOYER: With the large numbers that
25 are being graduated in technical courses, will they be
26 absorbed into employment in Sweden or do many of them
27 take jobs elsewhere in Europe?

28 DOCTOR CRISPO: The best way to answer
29 this is simply to say that this gives a distorted picture
30 of the situation. They are graduating far fewer engin-
eers than we are.

They tend to graduate about four



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5 technicians for every engineer, and we are doing the
6 opposite.

7 They feel to expend so much money on
8 the training of engineers is to overtrain a good percen-
9 tage of those people. A better system is to have one
10 engineer working with four technicians. I think the
11 result is here you get engineers who really are not doing
12 engineering work. They are having to work on a lower
13 level than they could be working. In Europe you do not
14 get this.

15 Now, the closest equivalent which we
16 have to this workshop facility is the P.I.T. in Toronto.
17 It has to be stressed: They just don't take money from
18 you for going to school in Sweden.

19 MR. WEINRIB: The second section is on
20 re-training.

21 Retraining the Unemployed and Upgrading the Employed

22 They pay much more attention to this in
23 Sweden than they do in Germany. Probably that is just
24 the way the situation has developed in the post war world.
25 They have to export a great deal more and, consequently,
26 they are always looking for ways to re-train the employed.

27 Now, I think this is really the most
28 impressive part of the whole Swedish programme.

29 DOCTOR CRISPO: One other reason why
30 they have had to do more re-training and upgrading is
because since the war they have attempted to rationalize
their whole economic development. They have got to
concentrate in these areas where they have a comparative

conditions for every engineer, and we are doing the
opposite.

They don't go around so much money on
the training of engineers is to invest in a good person.
Lots of these people. A better way is to have one
engineer working with them. I think the
point is that you get engineers and don't get them doing
unproductive work. They are having to work on a lower
level than they would be working. In other words you do not
get this

Now, the process of it is a little bit
more to the way of it and they are the only in Toronto.
It has to be understood that they must have money from
you for going to school in America.
The point is that the situation is not
improving.

Regarding the lack of training and engineering

There has been much more attention to this in
Canada than they do in America. Probably that is just
the way the situation has developed in the post war world.
They have to create a great deal more of, consequently,
they are also looking for ways to attract the employee.
Now, I think that is really the most
important part of the whole Swedish programme.
The point is that they have been very
they have had to do some re-training and upgrading in
recent years. Also they have attempted to rationalize
their whole technical development. They have got to
concentrate in these cases where they have a comparative



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5 advantage because of their vulnerability to international
6 trade. They trade as much as we do. In fact, more.
7 Since the war they have gradually literally looked at
8 certain industries and said there is no future in this
9 industry. We have got to retrain the people in those
10 industries and get them into industries which have a
11 long-term future, so this is one of the reasons why they
12 have had to spend more time on re-training and upgrading.

13 MR. WEINRIB: With the range of
14 facilities described above, Sweden is in an excellent
15 position to retrain its unemployed and to upgrade those
16 already employed so as to make them continually employ-
17 able in the future. To do just that Sweden now aims to
18 retrain 1% of its labour force every year. I understand
19 they are doing just that. This is not just an academic
20 aim. They are retraining. This ambitious undertaking
21 is predicated on the assumption that the mobility and
22 higher skills required of the labour force in the years
23 ahead will be such as to require a program of this
24 magnitude.

25 All retraining is provided free of
26 charge and those taking advantage of it are eligible for
27 unemployment insurance and other special allowances. In
28 March 1961, 45% of the persons registered for unemploy-
29 ment compensation were undergoing training.

30 Here I do not think it would be .45
of those undertaking training.

Courses run for as long as two years and
cover the general range of trades and commercial work.
If assigned to a job during his training, the student



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4 is expected to interrupt his course. If the manpower
5 situation becomes a little desperate and there are jobs
6 for these people, then they are expected to go to the
7 job. Wherever possible, however, this is avoided. At
8 the end of his training a worker can be granted a loan
9 equivalent to one month's training allowance to tide him
10 over until he is employed. 80-85% of those who undergo
11 retraining secure work almost immediately in the field
12 for which they have been trained or in a closely related
13 field. Courses are started, cancelled, or moved, accord-
14 ing to local and national needs.

14 They have no inhibition about packing
15 up all these facilities which they use to train people
16 and move to another part of the country where they are
17 needed. This is done administratively. There is no
18 problem involved in this. Sometimes when they cannot do
19 that, they bring the people in.

19 As I say, there are allowances for
20 bringing people in to places where they have to retrain
21 them.

22 All of the programs discussed are so
23 structured as to permit students and workers to proceed
24 to still higher levels of proficiency. An effort is made
25 to avoid dead-end programs and a great deal of emphasis
26 is placed upon building flexibility into all of the
27 courses. As one might expect, this applies even more
28 forcefully in the normal educational system than in the
29 programs which are offered to those who have left the
30 regular school stream.



The Administrative Apparatus

To properly administer the complex of programs described above requires a high degree of co-operation between those entrusted with the administration of the education and training programs and those in a position to forecast the future needs of the labour market. Such co-operation is very evident in Sweden.

The Ministry of Education, like the Department of Education in Ontario, is the administrative body which has the ultimate responsibility for all education in Sweden.

MR. HARRIS: This is Federal?

MR. WEINRIB: Yes. They have no provincial problems in Sweden.

DOCTOR CRISPO: It should be clear that administration is locally handled, the actual administration of the schools. There is a central body which does the overall planning and draws up the broad programme and they are administered locally.

MR. WEINRIB: The Ministry is divided into 2 sections; the Board of Education, which oversees all schools providing academic education, and the Board of Vocational Training, which is responsible for technical and trade training.

The role of the latter Board is most important. Composed of civil servants and of the representatives of the various groups which have a direct interest in its work it is responsible for seeing that the technical and trade training programs offered in the formal school system are geared to the needs of



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4 the economy.

5 In other words, they would not have
6 this situation which some of you may have seen in the
7 paper where an unemployed welder was training eight other
8 unemployed people to be welders. Now, they have nine
9 unemployed welders. I have forgotten which town this was
10 in. This would not happen in Sweden.

11 For this purpose it works in close
12 harmony with the Labour Market Board.

13 It is the task of this Board and its
14 local county counterparts to ascertain immediate training
15 needs and to attempt to forecast the requirements of the
16 future. To do this it continually canvasses the require-
17 ments of industry and keeps in constant touch with the
18 available employment and unemployment data, both on a
19 national and local basis. Again, this is completely
20 missing in Ontario.

21 From the predictions it is able to make,
22 the Labour Market Board, in conjunction with the Board
23 of Vocational Training, develops programs designed to
24 prepare the available unemployed workers and new entrants
25 into the labour force for the specific requirements of
26 the future. In all of these matters close collaboration
27 is maintained with the affected unions and employers.
28 Tri-partite vocational training committees are established
29 to advise on every course offered by the Board of
30 Vocational Training. Very much akin to our Apprentice-
ship Advisory Committees, these committees exercise
general supervision over the courses offered.

I understand they are much more active



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5 than we are in committees. There are really no dead-
6 beats on these committees. There people are vitally
7 interested and often industry hires people specifically
8 to do this job of looking after their interests in this
9 matter.

10 Now, if I can return to Germany for a
11 minute, in relation to the apprenticeship programme in
12 the in-plant training programme in Germany, a person is
13 hired by the employer in an industrial organization, and
14 this is accepted by the union, I might add. There is
15 really no difficulty. He is not a Government employee.
16 Of course, he works closely with the Government. His
17 position at best is quasi-official.

18 THE CHAIRMAN: He would not be a
19 politician?

20 MR. WEINRIB: No, a technician.

21 THE CHAIRMAN: Do the politicians over
22 there take an interest in this? Are they politically
23 interested?

24 MR. WEINRIB: That is a question, I am
25 sorry, I cannot answer.

26 Especially noteworthy is the manner in
27 which new training programs are introduced. New courses
28 may be proposed by the National Labour Market Board, by
29 a county board or by a municipality. If approved at the
30 national level by a central committee which has been
established for this purpose, a local committee is
immediately established to supervise the implementation
of the course. The local committee also selects the
trainees, determines when they have acquired the requisite



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5 skills to qualify for a certificate and then refers them
6 to the local Labour Market Board which helps them find
7 employment.

8 Equally important to the success of the
9 overall program in Sweden is the matter of vocational
10 guidance. Such guidance is provided on an extensive
11 basis beginning in Grade 7. The whole guidance program
12 would appear to function under the auspices of the Labour
13 Market Board. All teachers who aspire to do counselling
14 work are especially trained for the purpose by the Board
15 for at least six months. Once on the job they are
16 continually fed the most up-to-date information available
17 both to their local and to the National Labour Market
18 Board. Moreover, counselling is not confined to the
19 students. The counsellors also consult with the parents
20 as well.

21 Now, in Sweden while they have many more
22 full-time counsellors than they do in Ontario, the ones
23 who are part-time are, as I say, given this special six
24 months course. They are called in from time to time and
25 given a refresher course.

26 DOCTOR CRISPO: This six months is full-
27 time?

28 MR. WEINRIB: Yes. The literature was
29 a little ambiguous in this but I gathered the impression,
30 from what I read, they are tending now to full-time
counsellors. I do not have it in the report. It is not
at all clear exactly if they are doing this. I am not
quite sure but it would seem that they are moving into
this area.



A Summary Evaluation

Judging by the material which is available at this distance, the Swedes have developed an excellent vocational training program. There is a complete range of courses available, either on a part or full-time basis, and they appear to be of good quality. Where they are not sufficiently dispersed this is offset by special travel and living allowances for those who must attend facilities away from home. All of the courses are available free of charge; either to students who are completing their formal education, to unemployed workers who are being retrained, or to those who are presently employed but wish to upgrade themselves.

The Swedish programs are extremely flexible. They are geared as closely as possible to future employment needs through the forecasting services of the Labour Market Board. The importance of forecasting cannot be overemphasized, since the type and dispersion of the courses are tied in with the predictable needs of the economy. There is apparently no friction between the Board of Vocational Education and the Labour Market Board.

You can see where friction would arise. The Labour Market Board may say in 1975 we need so many of this and this type of worker, and the trade and vocational training school may say we will see. We do not think so.

Industry and labour maintain constant contact with the government and hence with the problems, both present and future, which exist in this vital area.



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4 There thus appears to be full co-operation on the part
5 of all concerned. Finally, the advanced state of gui-
6 dance counselling in Sweden plays an important role in
7 seeing that students and workers are able to take full
8 advantage of the many and varied programs which are made
9 available to them.

10 MR. GISBORN: I see the brief starts
11 off with saying that all education is free. I think
12 there is a distribution of cost.

13 MR. WEINRIB: What I mean by free,
14 ultimately, of course, nothing is free but the student
15 does not pay. Somebody would, the taxpayer pays but the
16 student does not pay.

17 A person is never held back because he
18 personally cannot afford to go to school. They do not
19 give subsidies. If a person's family is in dire straits,
20 and for that reason he cannot afford to go to school,
21 they will not, as they do in Russia, give subsidies so
22 he can go to school. Then he has to go into the
23 apprenticeship programme.

24 MR. HARRIS: What motivation is used to
25 get these people to do this thing? Is that done through
26 publicity?

27 MR. WEINRIB: I think so, yes. You
28 cannot really talk about Canada and Sweden in the same
29 breath because there it has been going on for such a long
30 time it is almost inbred.

MR. HARRIS: This one per cent you
mention they attempt to re-train every year, are they
from the ranks of the unemployed?



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4 MR. WEINRIB: No. They are from the
5 ranks of the employed.

6 DOCTOR CRISPO: It is like upgrading.

7 MR. WEINRIB: In fact, it is one per
8 cent of the employed they are trying to re-train.

9 DOCTOR CRISPO: What they are doing is
10 perhaps an employer foresees a technological change of
11 some sort which is going to displace some of his people.
12 In many cases it may be that he can re-hire them if they
13 had a higher level of skill. The point is they are
14 going to lay off unskilled and take on skilled when he
15 makes this particular change. They are encouraged to
16 let the Labour Market Board know when anything like this
17 is going to happen. They can set up a training programme
18 for the unskilled worker and he can be sufficiently
19 upgraded to take the new job, but the people will not
20 be laid off here and taken on here. This one per cent
21 relates to a person in this type of situation more than
22 it does for the worker who is unemployed.

23 MR. WEINRIB: Another thing, it is
24 really impossible to give too much emphasis to the Labour
25 Market Board and the forecasting it does. It forecasts,
26 and it goes to a certain industry and says in five years
27 your industry will no longer be in the same position it
28 is now. We better start re-training these people.

29 MR. HARRIS: That is one thing I got out
30 of that North Carolina book there, the forecasting they
do.

THE CHAIRMAN: What about counselling?

MR. WEINRIB: As I say, counselling



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4 there is really on a professional basis. Here it is on
5 a catch-as-catch-can basis and there they also consult
6 with the parents, something which I understand at least
7 in cases I know about is not regularly done here.

8 Here, first of all, I get the impression
9 most of the counsellors try to get out of it. You are
10 made to feel certainly nothing will come of it if you go
11 to a counsellor. Counselling in most of the high schools,
12 anyway, is just a part-time job I think.

13 THE CHAIRMAN: What do you think of
14 full-time counsellors on a Federal level?

15 MR. WEINRIB: I think they should be on
16 a Provincial level in Canada. I am not really sold on
17 full-time counsellors. I am sold on competent counsellors.
18 That is a different thing.

19 I think a man can be a teacher and be
20 giving counselling part-time but if he is given the right
21 training, and if he knows where to get the right material
22 from, he can counsel people.

23 I mean the way it is done here is
24 extremely haphazard.

25 MR. HARRIS: They cannot counsel here,
26 now.

27 MR. WEINRIB: There is nothing he can
28 counsel on. No basis for counselling.

29 MR. THOMPSON: In Sweden there is more
30 emphasis on the school instead of on the job training and
yet when they get into the job, they can get a lot of
training?

MR. WEINRIB: Yes. The impression I got



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4 was the school is where they are still specializing.

5 MR. THOMPSON: You mentioned a large
6 selection of courses.

7 MR. WEINRIB: This large selection of
8 courses comes in later years. They will attempt to give
9 as broad a general education first because this really
10 helps in the re-training and the upgrading. If a person
11 knows nothing about the new skill, he is supposed to
12 learn, it is extremely difficult at say thirty-five,
13 forty, or fifty for him to pick up the basic principles.
14 If he has what is basic, then it is much easier for him
15 to pick up the more advanced material.

16 Sweden does not really have an age limit
17 on re-training. You can re-train if you are sixty-five,
18 if you want to.

19 MR. THOMPSON: As far as taking the
20 training, as I understand it, there is compulsion. If
21 a man refuses to take training, he will go to jail?

22 MR. WEINRIB: I did not know it went that
23 far, but I know that in certain countries if you are
24 unemployed and refuse to take re-training, then you are
25 completely cut off from living allowance, unemployment
26 insurance. This very rarely happens.

27 MR. EBERLEE: On the subject of motivation,
28 we have been talking in terms of certain trades. In
29 Germany and Sweden are the trades in the same position
30 as our certified trades? Can a man practise a trade
without having his journeyman's paper.

MR. WEINRIB: I get the idea from the
literature the employers just will not hire people who do



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4 not have these papers.

5 A great difference between Europe and
6 Canada is that industry is really more centralized. All
7 the plants within an industry, even the competing plants
8 work more closely together on these matters.

9 Through their associations, they are
10 really very centralized in this over there. It is not
11 anything like the Canadian C.M.A. here. The C.M.A. here
12 is very loose. It just makes recommendations but there,
13 apparently, it does have some moral sanctions, the
14 recommendations that the central body makes.

15 MR. HARRIS: It would never be a case
16 over there where a big industry did not have any appren-
17 tices?

18 MR. WEINRIB: No. That is unheard of.
19 It would never be the case in Germany where a big
20 industry did not have a plant, a separate part of their
21 plant set aside especially to train apprentices.

22 MR. GISBORN: This co-operation or
23 co-ordination also applies to the trade union. Most of
24 their bargaining is done on an industrial basis rather
25 than a plant basis?

26 MR. WEINRIB: Yes. In Sweden especially
27 they bargain at the top, to start with, and then within
28 the limits set by the bargaining which goes on at the
29 top between really two men, one person representing the
30 industry and one labour, then all the other lower echelon
bargain within those limits.

31 THE CHAIRMAN: Any further questions
32 gentlemen? That is all you have? Thank you very much.

--- Adjourned until 2.00 p.m.

not have these papers.

A great difference between Europe and Canada is that industry is really more centralized. All the plants within an industry, even the competing plants, work more closely together on these matters.

Through their associations, they are really very cooperative in this case. It is not anything like the Canadian C.I.A. where, The C.I.A. here is very loose. It just makes recommendations but there, especially, it does have some formal sanctions, the recommendations that the central body makes.

MR. HARRIS: It would never be a case over there where a big industry if it not have an association?

MR. WILKINS: That is correct. It would never be the case in Germany where a big industry and not have a group, a private part of their plant set aside especially to train apprentices.

MR. GIBSON: This co-operation or co-ordination also applies to the three unions. Part of their bargaining is done on an industrial basis rather than a plant basis?

MR. WILKINS: Yes. In Sweden especially they bargain at the top, to start with, and then within the limits set by the bargaining union goes on at the top between really two men, one person representing the industry and one laborer, then all the other lower echelon bargain within these limits.

THE CHAIRMAN: Any further questions? Gentlemen? That is all you have? Thank you very much.



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4 --- Upon commencing at 2.00 p.m.
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6 THE CHAIRMAN: Gentlemen, we have with
7 us this afternoon a group from the Ontario General
8 Contractors Association and the Toronto Construction
9 Association. I believe Mr. Stevens is going to present
10 their brief, so I wonder if you would like to come up
11 here and introduce your group, and, if you have someone
12 else with you you would like to bring up, just invite
13 him up.

14 MR. STEVENS: I believe I would like
15 to have Mr. Herb Nicholls.

16 THE CHAIRMAN: Would you care to
17 introduce your group?

18 MR. STEVENS: We have Mr. Don Jupp,
19 President of the T.C.A., Mr. Rod Ritchie, a member of
20 the T.C.A., Mr. Trevor Cox, Executive Director of the
21 O.G.C.A., Mr. Leo Howes, Manager of Labour Relations for
22 T.C.A., and Mr. Herbert Nicholls, Chairman of the
23 Apprenticeship Committee of T.C.A. and also one of the
24 Deans of Apprenticeship Training in the Province of
25 Ontario.

26 THE CHAIRMAN: Would you like to go
27 through the brief before there are any interruptions,
28 or do you mind if we interrupt as you go through and
29 ask questions?

30 MR. STEVENS: I will leave that entirely
up to the Committee.

THE CHAIRMAN: If you can hold your
questions until the brief is completed or certain parts



of it, all right, and if not -----

MR. STEVENS: I might just apologize at the outset that if the Committee notices my eyes crossing, it is merely because I had to get up at five-thirty to get a flight back from Montreal this morning.

SUBMISSION
OF
THE ONTARIO GENERAL CONTRACTORS ASSOCIATION
AND
THE TORONTO CONSTRUCTION ASSOCIATION

APPEARANCES:

MR. DONALD H. STEVENS

MR. HERB NICHOLLS

MR. DON JUPP

MR. ROD RITCHIE

MR. TREVOR COX

MR. LEO HOWES

MR. STEVENS: I think for interest we might just start with regard to the letter of transmittal that outlines the various associations that have submitted this brief.

"Dear Sirs" --

This is directed to the Select Committee on Manpower Training by the Ontario General Contractors Association and the Toronto Construction Association.

"For the information of the Committee the membership of the two Associations endorsing



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4 the Brief referred to above may be noted as
5 follows:"

6 And then set out are the Ontario General Contractors
7 Association who have 157 member companies operating in
8 Ontario and the Toronto Construction Association who have
9 816 companies operating in Ontario.

10 We might note that:

11 "Because of the industry represented by the two
12 Associations, the Committee will quickly note
13 the subject has been dealt with in direct
14 relationship to the Construction Industry with
15 particular emphasis on Apprenticeship Training."

16 MR. GISBORN: The Toronto Construction
17 Association, that is a Provincial organization, is it --
18 not just confined to Toronto?

19 MR. STEVENS: No, it is strictly urban
20 --- City of Toronto only. The O.G.C.A. is provincial.

21 MR. GISBORN: And the 816 member
22 companies are all parts of the Province?

23 MR. STEVENS: No, they are all operating
24 within Toronto.

25 I think possibly I can explain their
26 various sections. Insofar as the T.C.A. is concerned,
27 there is your general contractors section --- and I will
28 ask Mr. Jupp to correct me if I am wrong --- there is
29 your trade contractor section, your manufacturing section,
30 and also suppliers; is that correct?

Whereas the O.G.C.A. is strictly Ontario
general contractors.

By way of introduction:



INTRODUCTION

Member companies of the Ontario General Contractors Association and the Toronto Construction Association are unanimous in their concurrence in respect to "The Need for Such a Study" as set out in the report prepared for the Select Committee on Manpower Training by John H. G. Crispo, Director of Research.

Employer groups within the industry are cognizant of the fact that as a result of scientific advances, including new equipment and materials plus a booming population and greater outlays for public works, schools, hospitals and institutions a 40% - 50% increase in construction volume by 1970 can be anticipated. Also that properly trained craftsmen to do the work will be at an all time premium.

In view of the pending shortage of skilled craftsmen it is patent that immediate steps must be taken in order to ensure an adequate supply of well trained, competent tradesmen to meet the projected needs of the industry.

Although it would be impossible to accurately establish a correct ratio in respect to journeymen and apprentices for each trade, it is obvious that existing ratios in certain construction trades are completely inadequate. For instance a review of the existing situation in the carpentry trade reveals a current ratio of 1 apprentice to 170 journeymen. This ratio, by the way, produces less than 100 trained journeymen per year whereas projected requirements are conservatively estimated at 1000 per year. The end



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4 result in respect to this particular trade is easy to
5 evaluate, i.e. by 1970 only 10% of the additional
6 craftsmen required will have learned the trade via formal
7 apprenticeship training. The rest will become journeymen
8 carpenters after working as labourers, carpenter's
9 helpers and observing the work of the skilled journeymen.
10 This process, we submit, is undesirable and expensive to
11 both the employer and employee.

12 Of significance also is the fact many
13 apprentices quit the formal training programme because
14 they have an opportunity, born of a contractor's des-
15 peration, to earn journeyman's wages in another area and
16 with another employer.

17 The present situation is, of course,
18 just a symptom of the critical skilled labour shortage
19 the industry anticipates at the end of the decade.
20 While many employers are skeptical of government figures
21 in respect to projected manpower needs, few disagree
22 with statistics on attrition, i.e. during this decade,
23 in Canada, the building trades will lose thousands of
24 skilled craftsmen a year because of deaths, retirements
25 and occupational shifts. Meanwhile present formal
26 training efforts are producing approximately 10% of
27 apprenticeship completions required per year in Ontario.

28 Of real concern to the employer is also
29 the fact, the industry will require more skilled workers
30 and that the craftsman of the future will require more
skill and flexibility to do the highly technical and
diversified jobs expected of him. This means that in
so far as the industry is concerned the demand for



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4 trained workers with sound basic educations and ability
5 will become more critical. Unfortunately, and a real
6 threat to the industry's projected needs is the fact
7 that fewer and fewer high school graduates are interested
8 in trades training as the basis for a career in the
9 construction industry.

10 It is quite apparent, despite the
11 pending situation which the industry faces during the
12 next decade, Employers, Organized Labour and the Govern-
13 ment are paying little more than lip service to formal
14 training requirements.

15 It is hoped the contents of this Brief
16 may be of help by providing at least some answers to the
17 problem areas relating to Manpower Training needs of the
18 industry.

19 Under our first major section we discuss
20 the general evaluation of the apprenticeship system in
21 the Province very briefly.

22 Apprenticeship training programmes for
23 designated trades are adequately controlled, supervised
24 and administered by provincial legislation and regulations.

25 The Provincial Institute of Trades
26 which provides the academic and specialized technical
27 training required for the formal apprenticeship programme
28 is ideally located in the City of Toronto. The facili-
29 ties of the Institute are up-to-date and more than
30 adequate to meet the current demands of apprenticeship
training.

The eleven designated trades under
Schedule "A" provide the formal and organized training

trained workers with sound basic education and ability will become more critical. Unfortunately, and a real threat to the industry's projected needs is the fact that fewer and fewer high school graduates are interested in trades training as the basis for a career in the

It is quite apparent, despite the pending situation which the industry faces during the next decade, manpower, organized labour and the Government are paying little more than lip service to formal training requirements.

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4 required to produce skilled craftsmen in the basic trades
5 of the industry with the exception of Millwrights, Iron
6 Workers and Welders.

7 In most instances the calibre of the
8 Instructors employed by the Provincial Institute of
9 Trades is of a high standard which reflects a sound and
10 effective selection procedure.

11 Basically, the Construction Industry
12 has an effective system of apprenticeship training. A
13 system which could easily be expanded to effectively
14 produce the number of skilled craftsmen required for the
15 projected needs of the industry.

16 It would appear then, the answer to our
17 pending problem (lack of skilled craftsmen) lies in
18 greater use and expansion of the present system. In
19 order to accomplish this an entirely new concept toward
20 training must be accepted and implemented.

21 Dealing with candidates for apprentice-
22 ship training:

23 There does not appear to be a shortage
24 of candidates for those wishing to undertake apprentice-
25 ship training in respect to current demands. However,
26 there most certainly would be if Employers and Employer
27 groups were to suddenly drop their complacent attitude
28 toward apprenticeship training and assume their primary
29 responsibility for the development of an adequate supply
30 of skilled craftsmen under the present system to meet
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Since history dictates that employer interest and participation in apprenticeship training is



not going to be obtained on a voluntary basis, unfortunately then, it must be forced to a degree.

This approach of course, could immediately produce complications such as,

- a) shortage of candidates
- b) additional costs
- c) expansion of P.I.T. facilities.

Dealing with academic requirements for apprenticeship training:

As previously discussed, "the craftsman of the future will require more skill and flexibility to do the highly technical and diversified jobs expected of him". Also because many employers today are selecting supervisory personnel from the ranks of graduate apprentices, it naturally follows that a higher level of education is desirable. This does not necessarily mean the Grade VIII level of education should be raised. What is inferred is that, in the future, apprentices could undertake a trades training course under a system which would lead to a Basic, 1st or 2nd class Certificate as determined by their academic level of education.

This policy would ensure the industry of a continuous pool of skilled craftsmen possessing the potential to move into supervisory and staff positions of responsibility.

On the question of the continuity of employment:

From time to time the Associations have been advised that young men who would like to undertake apprenticeship training are reluctant to do so because



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4 of the possibility of lay-off resulting in lengthy
5 periods of unemployment.

6 Fortunately the possibility of lay-off
7 in the large urban centres is not too much of a problem
8 since there is an excellent degree of co-operation
9 between employers in respect to transferring indentured
10 apprentices on a temporary basis from one company to
11 another during slack periods. In view of this experience
12 it is conceivable the practice could be extended through-
13 out the province resulting in an actual guarantee of
14 continuity of employment throughout the full period of
15 training.

16 Dealing with the wage rates:

17 Although the Regulations under the Act
18 stipulate minimum wage scales for the designated trades
19 it is expedient that consideration be given to this very
20 important aspect of the system.

21 The industry is quite aware of the fact
22 that many young men leaving school ignore the opportunity
23 to undertake a formal apprenticeship training because of
24 the immediate higher wage rates available as common
25 labourers. These people usually end up as the semi-
26 skilled type of journeyman by virtue of having worked as
27 a helper to a skilled craftsman.

28 It is recognized also that great
29 individual differences exist in respect to the performance
30 ability and job interest of apprentice trainees.

 Although it is the general practice for
employers to pay rates in accordance with the schedules
set out in the Regulations, some Employers do pay premium



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4 rates for better than average performances. Also, in
5 some areas, organized labour has successfully negotiated
6 wage scales for apprentices substantially in excess of
7 the minimum schedule stipulated in the Regulations.

8 In view of the non-uniform practice
9 existing in respect to wage schedules, it is apparent a
10 review should be made in order to establish a standard
11 wage schedule designed to provide for,

- 12 (i) hiring rates based on academic
13 qualifications.
14 (ii) increment progress increases based
15 on performance.

16 The next heading is dealt with at this
17 time because it is closely related to apprenticeship
18 training and it also follows under the Apprenticeship
19 Act.

20 The present Act provides for all trades-
21 men to be certified as to competency in his trade. This
22 is not presently enforced.

23 In view of the Select Committee's terms
24 of reference and the Associations' vital interest and
25 immediate desire to embark on a programme designed to
26 upgrade the semi-skilled tradesmen it is suggested that
27 forthright action is dictated in this area.

28 Certification as to competency in his
29 trade should become an active programme of testing and
30 determining a tradesmen's qualifications as an assurance
to Employers that his employees are capable of performing
their duties adequately, and to certified employees
that their abilities are recognized.

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Note: Information from the Province of Alberta indicates certification is a definite asset to employers and employees. Manitoba has enacted similar legislation. Under Section 15 of the Act (Regulations). Ontario has all of the necessary legislation enacted. Enforcement and extension of testing facilities are all that is required.

The question of multi-trade apprenticeship we deal with very briefly.

It is conceivable that, in certain areas of the industry, such as heavy engineering, road building and house building, major economies and a greater degree of continuous employment could be derived as a result of a multi-trade apprenticeship programme.

In view of the fact that such a programme could meet with serious resistance from organized labour, it would be unrealistic to consider the implementation of such a programme without prior legislative protection. However, despite the possibility of such resistance it would not be in the best interest of the industry to ignore or refrain from investigating and exploring the benefits of a multi-trade apprenticeship programme further.

UNION MEMBERSHIP RE APPRENTICES

Since the Apprenticeship Act does not in any way legislate or infer that indentured apprentices must be members in good standing of the respective trade unions of the designated trades; it is respectfully submitted the Select Committee seriously consider the

Further information from the Province of Alberta indicates
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It is conceivable that, in certain cases
of the industry, such as heavy engineering, road build-
ing and house building, where knowledge and a greater
degree of technical skill are required, it could be derived as a
result of a multi-trade apprenticeship program.

In view of the fact that even a pro-
gramme could meet with serious resistance from organized
labor, it would be unwise to consider the imple-
mentation of such a programme without prior legislative
provision. However, despite the possibility of such
resistance it would not be in the best interest of the
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exploring the benefits of a multi-trade apprenticeship
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5 untenable position the apprentice finds himself in as
6 the result of the Certification Awards by the Labour
7 Relations Board of Ontario which automatically include
8 Apprentices in the Bargaining Unit.

9 In many reported instances the inclusion
10 of Apprentices in the Bargaining Unit places the
11 individual apprentice in a position which incurs unfair
12 and unnecessary financial hardship. At the same time,
13 this dictatorial method of coercion is partially respon-
14 sible for drop-outs, particularly in respect to the
15 previously cited cases where "many apprentices quit the
16 formal training programme because they have an
17 opportunity, born of a contractor's desperation, to earn
18 journeyman's wages in another area and with another
19 employer."

20 In requesting the Committee's serious
21 consideration and review of the mandatory condition that
22 compels apprentices to be members in good standing of a
23 craft union, it may be re-emphasized that the Act does
24 not provide for nor include a craft union as a party
25 to the contract of an indentured apprentice. Specifi-
26 cally, Section 11 of The Apprenticeship Act states:

27 11. Every contract of apprenticeship
28 shall be signed.

29 (a) by the person to be apprenticed.

30 (b) by the father of any such person
who is a minor, and if the father
be dead or legally incapable of
giving consent or has abandoned
his family; then



- (c) by the mother of such minor, and if both the father and mother are dead or legally incapable of giving consent or have abandoned their family; then
- (d) by the guardian of such minor, if any; or
- (e) if there be no parent or guardian with authority to sign then by the judge or junior or acting judge of the county or district court of the county or district in which the employer carries on business; and
- (f) by the employer.

MAJOR FACTORS RESPONSIBLE FOR LACK OF CANDIDATES

APPLYING FOR APPRENTICESHIP TRAINING

An investigation carried out by the Apprenticeship Committee of the O.G.C.A. reveals the following reasons for lack of application for apprenticeship training with particular respect to the Masonry and Carpentry trades.

And I quote this from the report of this Committee:

1. The educational system enables students to leave the public school system by recommendation rather than examination, allowing students to enter technical schools without proper grounding in mathematics, and as a result, a large percentage drop out of school during the first year after



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5 leaving the public school system. The Provincial
6 and Federal Governments have both recognized this
7 loss of students, but have not as yet really found
8 the basic reason. We suggest that the cause for
9 the large drop out is lack of discipline and the
10 ease with which students are allowed to pass from
11 the public school system, as well as little or no
12 counselling in the last year of public school.

13 2. No real effort is made by the Department of Labour
14 or the Department of Education to promote the field
15 of apprenticeship in the first year of technical or
16 vocational education. Some trades are promoted
17 by the manufacturers in their advertising, but
18 certainly, no promotion of apprenticeship is
19 carried out by suppliers or manufacturers of
20 materials for the carpentry or masonry trades.

21 3. Contractors (general) in many areas are not
22 interested in, or are unable to properly train
23 apprentices due to:

- 24 (a) changes in volume of work
- 25 (b) repetition of similar work
- 26 (c) problems of steady employment of
27 apprentices
- 28 (d) lack of interest of parents
- 29 (e) competition with manufacturing
30 industries at local wage levels
- (f) lack of facilities for apprentices
to take night school training of a
type useful to the particular trades
in which we are interested.



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- (g) guarantee of continuous employment
- (h) in some cases, unions forcing apprentices to sign up before their training is complete.

4. Apprenticeship candidates are not recruited or interested in the trades we are concerned with as nothing is done:

- (a) to show the advantage of carpentry or masonry trades training.
- (b) to overcome the feeling of parents that these trades are seasonal, and do not offer sufficient scope of steady employment or advancement.
- (c) to point out that these trades are not as subject to loss of time due to inclement weather with resultant loss of earnings as had previously been the case.
- (d) to overcome lack of interest of journeymen, employers and apprenticeship boards or committees in their progress and training.
- (e) to overcome the lack of facilities at night schools or other educational facilities for furthering their education and assisting them in learning their trade.
- (f) to overcome the lack of training in pride of workmanship coupled with productivity.



(g) to advise the need for fully trained and competent journeymen in the construction industry to assist and take their prideful place in the building up of our Country.

Many articles have been written in the past six months of the need for more skilled workmen, in the increasing technical processes, both in industry and construction.

Also with respect to the increasingly large numbers of young people entering the labour market each year, the majority of whom appear to be untrained in any way and end up as common labour. Although the Federal and Provincial governments are co-ordinating and sponsoring additional technical facilities for the training of these young people; your Committee feels, while this is commendable, there must be coupled with these facilities, on site or on job training. Also, this training should take precedent over schooling to the extent that courses in these schools be set up to take students or apprentices at the time of year when there is a slow-up in the construction industry, in which the apprentice is indentured. This policy may present problems in the running and staffing of the classes in the schools, but certainly these could be solved. Further this policy would help alleviate the unemployment situation in the winter months by having the apprentices at school rather than drawing unemploy-



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4 ment insurance."

5 However, it should be re-emphasized
6 that generally speaking employers are not too interested
7 in Apprenticeship Training; and generally speaking
8 organized labour will not move out of their narrow
9 position of restricting members of their respective
10 trade unions. The major question, therefore, in respect
11 to this situation is, "how can the industry embark on
12 a general manpower training scheme for semi-skilled or
13 fully skilled trades without making radical and sweeping
14 changes in respect to our present system?"

15 No one disagrees with the principle
16 that the only way to train is by a combination of trade
17 school and job opportunity. The question then is, "is
18 such training going to be on a voluntary basis or
19 compulsory?" If we were preparing for war and had to
20 upgrade our manpower in the shortest possible time,
21 the answer would be quite simple since legislation of
22 compulsion would, no doubt, be dictated. However, in
23 our peace-time economy, it is obvious that such
24 compulsion is neither necessary nor would it be accepted
25 by the people of our Country. Therefore related
26 recommendations pertaining to, ratio of apprentices to
27 journeymen and the certification of tradesmen, must be
28 considered in a cautious but realistic manner and
29 implemented and enforced on a basis acceptable to all
30 parties.



RECOMMENDATIONS RELATING TO THE APPRENTICE TRAINING
SYSTEM

1. In order to work toward a more realistic and uniform ratio of Apprentices to Journeymen greater activity is dictated in respect to Section 17, (2)-(c) of the Act, which states,
"Sect.17-(2) Without limiting the generality of subsection 1, and subject to the approval of the Lieutenant Governor in Council, each provincial advisory committee has exclusive power to make regulations with respect to the particular trade relating to,
(c) the number of apprentices who may be apprenticed to each employer."

We suggest here that after a realistic and acceptable ratio has been established for the designated trades the employers, in turn, would be required to accept the application of the established ratio and thereby maintain the number of apprentices to be indentured in accordance with the Act.

2. Classifications should be established in relation to the academic qualifications of the applicants in order to provide a more comprehensive technical and practical course of training for apprentices possessing academic qualifications in excess of the minimum requirements. This policy, if implemented, could be related to wage schedules and also the duration of the training programme based on performance.

There is just a suggested table noted



on the following page which I can describe briefly.

CLASSIFICATION TABLE

Academic	Certificate	Wage
<u>Qualifications</u>	<u>Course</u>	<u>Schedule</u>
Grade VIII	Basic	1
Grade X	2nd Class	2
Grade XII	1st Class	3

WAGE SCHEDULES

	Schedule	Schedule	Schedule
	<u># 1</u>	<u># 2</u>	<u># 3</u>
(1) For the 1st year	30%	40%	50%
(ii) For the 2nd year	40%	50%	60%
(iii) For the 3rd year	50%	70%	75%
(iv) For the 4th year	70%	80%	85%
(v) For the 5th year	80%	90%	95%

Taking the standard academic qualifications in respect to grade eight, it is suggested that possibly those who had that grade eight level of education would qualify for an apprenticeship training programme that would enable them to receive a basic certificate. They would be in wage schedule 1, which happens to be the present wage schedule stipulated in the act at the present time.

MR. GISBORN: That is the percentage of the journeyman's rates?

MR. NICHOLLS: That is the percentage of the journeyman's rates, that is right.



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4 DOCTOR CRISPO: I think it might be
5 useful to know, is it inherent in this proposal that
6 with your basic, second class and first class you get
7 different rates?

8 MR. STEVENS: That is right.

9 DOCTOR CRISPO: When you have gone
10 through the whole procedure you would get \$2.00 for
11 schedule 3?

12 MR. STEVENS: That is right.

13 DOCTOR CRISPO: Grade twelve would be
14 eligible to take training in order to obtain a first
15 class certificate and would fall under wage schedule 3.

16 MR. GISBORN: You mentioned further
17 on specific trades, or are you applying this to all of
18 them?

19 MR. STEVENS: These are percentages of
20 the going rate.

21 THE CHAIRMAN: Specific trades, or all
22 trades?

23 MR. STEVENS: All designated trades.
24 There might have to be a slight variation there, because
25 I do know in respect to your mechanical trades, your
26 academic requirements are higher than grade eight.

27 DOCTOR CRISPO: These percentages under
28 schedule 1, 2 and 3 are with respect to different rates
29 in each case --- the final rate in each case would be
30 different?

MR. STEVENS: No. Let us just take a
carpenter apprentice.

DOCTOR CRISPO: My point is, from my



original question I got the impression that the final rate would be different for the class 1 man as opposed to class 2 as opposed to basic. If the final rates are going to be different, why would you have to have different percentages from year to year? Do you see the point?

MR. STEVENS: Yes. There is a very valid reason for that.

DOCTOR CRISPO: Even if the final rates are going to be different after they have gone through this ----

MR. STEVENS: Can I stay with your first observation --- the final rates are going to be the same; correct?

DOCTOR CRISPO: No. Earlier I asked you if your intention was that a basic man as opposed to class 2 or class 1 man would all end up at the same rate, and you said, "No."

MR. STEVENS: I meant, "Yes."; I am sorry. They all end up with a journeyman's rate.

THE CHAIRMAN: When they are finished?

MR. STEVENS: Yes.

DOCTOR CRISPO: I got the wrong impression from my first question.

MR. STEVENS: I am sorry. I did not understand your question, then.

In support of the foregoing recommendation it may be pointed out, the implementation of such would provide:

(a) a greater incentive for young men with more



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4 than the minimum academic requirements to
5 consider a construction career through
6 Apprenticeship Training.

7 (b) a greater degree of interest resulting in a
8 reduction in the number of fall-outs.

9 (c) a basis of relating training needs more closely
10 to individual ability.

11 (d) a more competitive basis in respect to wages
12 paid to "improvers" and "apprentices" recruited
13 by industry.

14 3. A co-operative scheme with employer groups and
15 associations to be devised in order to ensure
16 continuity of employment throughout the entire period
17 of training.

18 4. A standard "Performance Appraisal System" should be
19 implemented in order to provide the Employers with
20 a standard form of rating that would, in turn,
21 give recognition to the better than average
22 apprentice in the form of premium rates per hour.

23 5. Vocational guidance should be provided in the final
24 year of public school in order to assess, guide,
25 instruct and assist in the channelling of students
26 into the various trades and professions according
27 to their capabilities.

28 6. Consideration should be given to the setting up of
29 scholarship awards to students in order to interest
30 them in trades as well as the professions.

7. Students should be fully informed in respect to the
subjects and grades required in order to undertake
apprenticeship training in the various trades both



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4 in the final year of public school and the first
5 year in secondary school.

6 8. A soundly conceived public relations programme
7 designed to promote interest in craftsmanship should
8 be undertaken jointly by the Department of Labour,
9 Department of Education, Manufacturers, General
10 Contractors and Trade Contractors.

11 9. The present age limit for indentured apprentices
12 be raised to 25 years.

13 10. (a) A composite committee, comprised of special
14 representatives of the Apprenticeship Branch of the
15 Department of Labour and members of organized
16 employer groups in the industry, be formed to
17 investigate the desirability of a multi-trade
18 apprenticeship training programme.

19 (b) The Committee to report their findings,
20 conclusions and related recommendations to the
21 Select Committee on Manpower Training on or before
22 December 1st, 1962.

23 11. The Apprenticeship Act or the Labour Relations Act
24 should be amended to provide for the right of the
25 individual apprentice to join or not to join the
26 craft union of his designated trade prior to the
27 completion of his formal apprenticeship training
28 programme.

29 Note: This recommendation is of vital importance
30 particularly in respect to the Employer
practice of developing supervisory personnel
from within the ranks of apprentice trainees
as set out under sub-section 2-B of this



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5 Brief re. "Academic Requirements for
6 Apprenticeship Training."

7 THE CHAIRMAN: Before we go to section
8 3, I think we will cover the questions on these first
9 two sections.

10 What was your question, Mr. Gisborn?

11 MR. GISBORN: I was going to inquire
12 as to what, let us say, the legal case now is as to the
13 apprentices having to join the union?

14 MR. STEVENS: It is only in relation to
15 the certification awards that spell out that the union
16 has the right that includes him in as a member of the
17 bargaining unit.

18 MR. GISBORN: And it is legal for them
19 to insist that they become members?

20 MR. STEVENS: No, not necessarily; but
21 it is a very much easier course for them to join.

22 MR. GISBORN: That is the point I wish
23 to get clear. They have the right under the present
24 certification to refuse to be a member of the union with-
25 out giving up their position as an apprentice?

26 MR. STEVENS: That is right, and the
27 point I make is that undue pressure is brought on the
28 individual apprentice simply because the certification
29 award includes apprentices as members of the bargaining
30 unit.

DOCTOR CRISPO: Do you think that you
are actually losing many apprentices because of this
requirement?

MR. STEVENS: Not losing them necessarily,



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4 but we are having a hard job holding them.

5 DOCTOR CRISPO: I note that on the
6 bottom of one of the pages you say that a lot of people
7 are leaving because they can pick up jobs with other
8 contractors and become journeymen over night.

9 MR. STEVENS: That is right.

10 DOCTOR CRISPO: Is this really affected
11 in any way by the fact that they have to join the union?

12 MR. STEVENS: Right.

13 DOCTOR CRISPO: Why?

14 MR. STEVENS: Because just as soon as
15 they join the union they become semi-skilled as a
16 result of completing part of their apprenticeship train-
17 ing, and in most cases --- in a lot of cases --- they
18 are, let us say, better journeymen than the people who
19 have come up the practical way. If they are going to pay
20 union dues and there is an opportunity for them to work
21 for another employer at journeyman's rates, they will
22 take it.

23 DOCTOR CRISPO: Your point is that the
24 financial sacrifice they have to make induces them to
25 want to shorten the ----

26 MR. STEVENS: That is right.

27 THE CHAIRMAN: What is your feeling on
28 the "designated" trades? There is a feeling that in
29 order to upgrade this and to make it of interest to
30 apprentices that perhaps more of these trades should be
certified, so the apprentice has something to show when
he is finished his training that he is a certified
journeyman. "Designated" does not mean too much today,



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4 does it?

5 MR. STEVENS: You are referring now,
6 Mr. Chairman, to the certification of the graduate
7 apprentice?

8 THE CHAIRMAN: That is right.

9 MR. STEVENS: Yes.

10 THE CHAIRMAN: Do you believe that all
11 apprentices, when they complete their training, should
12 be certified journeymen?

13 MR. STEVENS: Categorically I agree with
14 that.

15 THE CHAIRMAN: With the certificate
16 signed by the Department of Labour or the Department of
17 Education, or someone, so that an employer when he looks
18 at it knows this man has certain training.

19 MR. STEVENS: Yes.

20 THE CHAIRMAN: And do you people
21 believe that it would work otherwise --- just designated
22 and without certification?

23 MR. STEVENS: Without the employer
24 receiving any certification in respect to competency
25 other than his diploma?

26 THE CHAIRMAN: That is right.

27 MR. STEVENS: Well, it is; that is the
28 way it is working now.

29 THE CHAIRMAN: But it has not worked now.

30 MR. STEVENS: Oh, yes.

THE CHAIRMAN: To a point.

MR. STEVENS: I would not go so far as
to say it has not worked. A graduate apprentice today



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4 can take his place with any skilled tradesman.

5 THE CHAIRMAN: I will admit the graduate
6 can, but what is to stop a man going in who has not taken
7 an apprenticeship and getting full journeyman's pay?
8 Then there is nothing to induce a boy to go in as an
9 apprentice, if this happens.

10 MR. STEVENS: That is right.

11 THE CHAIRMAN: Then the only way to
12 stop that would be certification --- right?

13 MR. STEVENS: Certification beyond the
14 apprenticeship?

15 THE CHAIRMAN: Well, certified when he
16 completes his apprenticeship as a full journeyman. Then
17 he has a standing.

18 MR. STEVENS: I think we can answer this
19 in possibly the next section.

20 THE CHAIRMAN: That is going to be
21 answered? Fine.

22 You say age twenty-five. You really
23 meant any age limit on it?

24 MR. STEVENS: No, age twenty-five.

25 THE CHAIRMAN: You think twenty-five
26 should be the answer? If I am twenty-six, do you think
27 I should be a mason? I cannot get in?

28 MR. STEVENS: The Director of Apprenticeship
29 refers to this as a very controversial issue, and
30 I agree with him on behalf of both associations.

There was a difference of opinion, but
there was a very strong argument put up at a recent
meeting of the O.G.C.A. I do not think we can ignore



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4 it, but it seems to take young people a little longer
5 these days to get their feet on the ground. After they
6 leave school --- they might leave school at sixteen,
7 seventeen or eighteen--- they work for a few years.

8 THE CHAIRMAN: Or see the world.

9 MR. STEVENS: And all of a sudden they
10 wake up and realize life is earnest and life is serious;
11 they want a career. The proposition was put to us in
12 respect to this discussion as to why should we bar an
13 individual simply because he is no longer under the age
of twenty-one?

14 THE CHAIRMAN: I agree with that.

15 MR. STEVENS: Let us extend it and take
16 into consideration the fact that it does maybe take them
a little longer to mature these days.

17 THE CHAIRMAN: If we lifted the age
18 limit altogether I do not think it would create any
19 hardship, do you?

20 MR. STEVENS: I do not think you would
21 gain anything in addition to what we are suggesting or
22 recommending in section 3.

23 I have made a study on behalf of the two
24 associations regarding the way this operates in other
25 provinces where there is no age limit at all. What they
26 have there is --- actually they do not have an apprentice-
27 ship system ---- these people who are, say, over the age
28 of twenty-five, I have forgotten the province but they
29 sent me a complete list of the people over twenty-five.
30 There was one man there aged fifty-two. Down at the
bottom they noted that the apprentices that were indentured



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4 after the age of twenty-one who had been practical
5 journeymen were receiving journeyman's rates throughout
6 the apprenticeship training.

7 THE CHAIRMAN: Can you tell me, outside
8 of the building trades, and the construction trades,
9 what other designated or certified trades -would you
10 people have? I am getting into heavy construction,
11 road construction. What type of apprentices would you
12 have there, outside of carpenters, masons, electricians?

13 MR. STEVENS: No, the eleven designated
14 trades as set out under the Act cover pretty well all of
15 the construction trades except, as we note in the brief,
16 the millwrights, the welders and the iron workers.

17 THE CHAIRMAN: There is another one
18 that I am thinking about. To work on vehicles in the
19 Province of Ontario you must be certified, but to work
20 on heavy equipment such as bulldozers, it does not matter
21 if the mechanic is without certification. Would that be
22 another one that should be designated or certified?

23 MR. NICHOLLS: At the moment they are
24 not a designated trade.

25 THE CHAIRMAN: Are there any others in
26 that heavy equipment field, such as operators, that would
27 not be a trade? But is there any need for operators to
28 have a trade?

29 MR. NICHOLLS: I would say so, but
30 everybody might not. We would have to talk with the
industry to ask them.

THE CHAIRMAN: These are the problems
that are facing the Committee. How many different trades



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5 can we designate and, if they are designated and
6 certified, then I think we are starting to train people
7 for the benefit of everyone.

8 MR. NICHOLLS: I can answer, if I may?

9 MR. STEVENS: Certainly.

10 MR. NICHOLLS: In this way: The Federal
11 Government apprenticeship plans --- the Department of
12 Labour discovered that there were men running bulldozers
13 and repairing bulldozers and all kinds of equipment that
14 is used around the various parts of Canada, and then
15 found that these men were not designated, not even in
16 the motor industry in any way at all. Immediately after
17 they were notified of this fact, they started a school
18 in British Columbia or possibly Alberta by which these
19 men are now being trained and certified. The Federal
20 Government's own employees are doing some work that our
21 road builders are doing.

22 THE CHAIRMAN: As far as you are con-
23 cerned it would not impose any hardship on the construction
24 industry if the Committee were to recommend to Government
25 that all these be certified trades up to and including
26 operators?

27 MR. NICHOLLS: I do not think it would
28 be a hardship. I visualize they would welcome it on one
29 condition. Recognizing the difficulty in Canada weather-
30 wise, that their work can only be done in the summer
months, that their machinery and everything stuck away in the
winter months for repairs, you would have to have any
schools you had for them take place during the winter
months when they were not using them on the roads.



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5 They just could not do the same as we
6 are being made to do now --- take our boys off in August
7 to go to school for ten weeks. This I think we have got
8 in Ontario or in Alberta or in any part of the country.
9 Just when we want them the most and when they can learn
10 the most practically, we have to send them to school for
11 the technical end, which they could very easily get in
12 the winter time. That would be a problem to the road
13 builder.

14 THE CHAIRMAN: I agree with you there.
15 I think they should be left on a job when their earning
16 power is high and taken to school when the earning power
17 is nil. I have had experience of that in the automobile
18 line; they pull them in the day we need them most.

19 MR. MORIN: If you were to say that you
20 must have certification in order to work at carpentry,
21 what about all the fellows now working at carpentry?
22 Do you see a problem in connection with those? Would you
23 have men come in to take this certification examination?

24 MR. STEVENS: You say what about the
25 ones that are now functioning as carpenter journeymen?

26 MR. MORIN: Yes.

27 MR. STEVENS: No. That is why there is
28 a little word of caution in respect to part of this
29 brief. We would have to move slowly in the direction of,
30 let us say, the objective of one hundred per cent certifi-
cation. We would have to be realistic about it.

MR. MORIN: But you would want to see
one hundred per cent certification?

MR. STEVENS: Eventually, yes.



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5 THE CHAIRMAN: So if this became
6 Provincial law, inside of five or six years, all people
7 entering any trade would be certified?

8 MR. STEVENS: Right.

9 THE CHAIRMAN: But the ones that are
10 there presently who would come under the grandfather
11 clause, where you take them in because they have been
12 working as journeymen, would have to be certified within
13 a certain period; is that not right?

14 MR. MORIN: It is the same situation
15 with another industry. There must be people in Haliburton
16 etcetera who might do summer cottage extensions. These
17 fellows do this on a part-time basis. If you are going
18 for one hundred per cent certification, would you object
19 to this? Would then they have to be certified before
20 they could do this side line?

21 THE CHAIRMAN: They could be certified
22 if they are carpenters; it would be no trouble. There
23 was no trouble with auto mechanics getting a certificate
24 provided they had worked in the trade. I believe at that
25 time they had to get someone to sign some document to
26 say they had worked at the trade and had certain skills
27 at the trade. Then they got a certificate. But perhaps
28 in five years' time their certificate would not have the
29 same rating with an employer as one that had served his
30 apprenticeship.

MR. NICHOLLS: There is one thing very
certain in answering to part of your question. If you
were to hurry this -- and that is why Mr. Stevens
emphasized we must go slow on this --- if you were to



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5 hurry this, that you have got to have certification
6 within five years --- we have hundreds of carpenters in
7 the City of Toronto or in the Province of Ontario who
8 could no more become certified by passing examinations
9 than they could fly; that is why we have to say we have
10 got to be careful with those who are presently working.

11 MR. MORIN: Could I ask another question?
12 We have had some other representation in connection with
13 carpenters. Do you feel that in your industry you have
14 to have fellows who are completely qualified in
15 carpentry skills? You want every fellow who is doing
16 carpentry work to be fully-fledged with all the training
17 of apprenticeship, or in your field is it now getting
18 specialized?

19 MR. NICHOLLS: It is a very good question,
20 sir. The members of the Advisory Board of the Province
21 of Ontario on Apprenticeship insist that all craftsmen
22 are fully trained in their trade, believing that a fully
23 trained man is a more independent citizen in the long-
24 run. For instance, he can go and sell shoelaces or what
25 you like if he cannot get a job of carpentry, but if he
26 is fully trained he has much more chance. We believe if
27 the fully trained man is going to specialize in hanging
28 doors or form work --- which is quite different from
29 hanging doors --- he can do either quite readily. Where-
30 as the man who has only learned to do form work can no
more hang doors than fly and vice versa.

DOCTOR CRISPO: You mentioned the
possibility of different classes. It seems to me there
are a lot of people in our society that might be capable



of becoming door hangers or working on window frames but who would be incapable of going right through with a full apprenticeship.

MR. NICHOLLS: Right.

DOCTOR CRISPO: If you go for certification and if your object is one hundred per cent certification, can you not argue in line with what you say on page 24 and what you say in your chart and in line with what you say on page 8 --- particularly with reference to what you say on page 24:

"A standard 'Performance Appraisal System' should be implemented in order to provide the employers with a standard form of rating that would, in turn, give recognition to the better than average apprentice in the form of premium rates per hour."
--- is it not conceivable, based on what you said here and based on what I have just suggested, that what may be required is certification at different levels in some of the trades?

MR. NICHOLLS: That could be so, yes.

DOCTOR CRISPO: It probably applies more particularly to carpentry than others. I think maybe there is a need in the others, but in carpentry in particular.

MR. NICHOLLS: Not necessarily. It could go right across the board. Bearing in mind that the employer is not only interested in having the best mechanic he can get on the job --- the grade eight boy who can pass his examination, fine --- but the grade



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5 ten and grade twelve boys are going to be our leaders
6 in the industry eventually and the eventual contractors.

7 DOCTOR CRISPO: I was a little surprised
8 by the misinterpretation I took from your first response.
9 I was a little surprised when you said it was your
10 intention that these people should all end up at the
11 same rate.

12 MR. NICHOLLS: As mechanics.

13 DOCTOR CRISPO: As mechanics. It seems
14 to me the grade twelve chap by and large is probably
15 going to be a more valuable employee to him than the
16 grade eight boy. He is probably going to be able to
17 absorb more training both in class and on the job.

18 MR. NICHOLLS: That is true, and there
19 is no objection to paying him more wages than we do.

20 DOCTOR CRISPO: And you do not think
21 this should be formalized in terms of certification at
22 different levels?

23 THE CHAIRMAN: When they are finished?

24 DOCTOR CRISPO: The person who is cap-
25 able of doing a specialized job but cannot go on to become
26 a full-fledged journeyman ----

27 MR. NICHOLLS: You have at the moment
28 some union men whom I know very well, and they would
29 answer you that we do not have two rates of pay in our
30 unions. One rate of pay for the good and for the bad.
That is unfortunately the position.

DOCTOR CRISPO: In this City you do have
two rates of pay. You have the carpenter in the township
and the carpenter out in the residential area. In part



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4 this is lack of organization, but I would say in part it
5 is because the carpenter in the township is usually a
6 more skilled man.

7 MR. NICHOLLS: I would doubt that, but
8 it is a fact from those two wages. We speak as members
9 of the O.G.C.A. and T.C.A., and they are the same wages
10 all the way through. That is the only organized body.
11 The unorganized we cannot speak for.

12 DOCTOR CRISPO: You think at the present
13 time there is no place for thinking in terms of dual
14 certification in some of the trades? At the present
15 time you are prepared to say that everybody that comes
16 under the Act should go through for the full journeyman
ticket and there should be nothing short of that?

17 MR. NICHOLLS: That is what I am saying.

18 DOCTOR CRISPO: If we go for compulsory
19 certification, it would be with one standard and if you
20 did not make that standard you are out in the long-run?

21 MR. NICHOLLS: Yes.

22 MR. MORNINGSTAR: I see you do not put
23 any limit on the number of apprentices?

24 MR. STEVENS: We refer to ratios. In
25 other words, we mention it in the brief that it would be
26 very, very difficult to accurately establish a ratio of
27 journeymen to apprentices. We would have to feel our
28 way very, very carefully. We pointed out an example in
29 respect to the carpenters, where the ratio at the present
30 time in the Province of Ontario is one apprentice to
170 carpenters. Certainly there should be a substantial
improvement in that ratio.



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4 MR. MORNINGSTAR: If there is room for
5 it.

6 MR. EBERLEE: Is there work for ----

7 THE CHAIRMAN: You would eventually
8 want to establish a number of so many apprentices to
9 so many journeymen, is that not right?

10 MR. STEVENS: That is right.

11 THE CHAIRMAN: So that they would be
12 training across the line and one contractor did not have
13 all journeymen or all apprentices?

14 MR. STEVENS: That is right.

15 MR. MORNINGSTAR: What would the ratio
16 be?

17 THE CHAIRMAN: It is not established.

18 MR. NICHOLLS: We have tried to emphasize
19 that this becomes a problem between the employer and the
20 employees' representative, as you can well imagine; and
21 they are quite open in what they think. We have tried
22 to get them to agree to having a district -- in districts,
23 rather than per individual employer. In a certain
24 district there would be so many apprentices, that there
25 is a population of so many or so many dollars of value
26 of work, so there would be a number of apprentices
27 brought into that district. It should be done by districts
28 rather than the individual employer, the main reason
29 being the apathy of so many employers having none.

30 For instance, through the years I have
had four or five or six bricklayer apprentices, so that
I could improve the bricklaying trade that much more.
But they have cut this down and never let me have more



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5 than two. They were quite clear about this and said:
6 "When some of your associates will take one, then I will
7 let you have three". But many of my associates had none.

8 THE CHAIRMAN: You were training for
9 your associates.

10 MR. NICHOLLS: Yes.

11 MR. MORNINGSTAR: Some claim they do
12 not like to see any apprentices.

13 MR. NICHOLLS: Whom are you alluding to,
14 sir?

15 MR. STEVENS: That is quite true.
16 Organized labour do restrict the number of apprentices
17 to a degree.

18 MR. NICHOLLS: They make no bones of it;
19 they admit it.

20 MR. GISBORN: I wondered how in your
21 submission on the need for continuity of apprentice
22 training and it will be brought about by the co-operation
23 of employers on a temporary basis, and then on page 18
24 you set out the reasons why general contractors in many
25 areas are not interested in or are unable to properly
26 train for many reasons. How would you overcome some of
27 these problems?

28 MR. NICHOLLS: That sounds somewhat
29 contradictory to you?

30 MR. STEVENS: On a pool operation.
Perhaps I can cite the experience in Toronto. We have
absolutely no difficulties. For instance, if our company
was slack and we wanted to transfer an apprentice, I
merely have to pick up the phone, call my counterpart



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4 with one of the other general contractors who I know has
5 work going on, and they just take him automatically.

6 MR. EBERLEE: Would most contractors
7 though be a little bit leery of taking on an apprentice
8 when the apprentice is not indentured to them. They might
9 not know whether the work is going to last or fold inside
10 of six months.

11 MR. NICHOLLS: No, there is no difficulty.

12 MR. EBERLEE: If the apprentice were
13 indentured to a joint local committee rather than to the
14 individual employer ----

15 MR. NICHOLLS: We have had in some
16 parts, as you know --- or perhaps you do not know ---
17 but there is a part of our apprenticeship branch,
18 another company.

19 MR. EBERLEE: Yes, I know.

20 MR. NICHOLLS: A non-profit company
21 called the Ontario Apprenticeship Institute. That is a
22 signing agency for apprentices and it can become the
23 answer.

24 MR. EBERLEE: Not to too great an extent.

25 MR. NICHOLLS: There are several hundred
26 in it, sir.

27 MR. EBERLEE: In the building trades?

28 MR. NICHOLLS: In building, motor
29 mechanics and barbers, which are designated trades.

30 MR. EBERLEE: I was thinking for the
building trades if this technique were used rather than
indenturing them to the individual employer, it might
be possible to overcome it.



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5 MR. NICHOLLS: It would suit some
6 people but it would not suit Mr. Stevens' chief, neither
7 would it suit me, or many of the electrical contractors,
8 or many of the plumbing contractors, because when we
9 take on apprentices, we are interested in those boys.

10 MR. EBERLEE: It is a continuity of
11 employment there too.

12 MR. NICHOLLS: Not necessarily. I have
13 had to call up other contractors and say: "I am out of
14 brickwork; would you please take two bricklayer
15 apprentices?" They immediately take them, but only
16 temporarily until I can take them back.

17 THE CHAIRMAN: Eventually you want to
18 train your own men?

19 MR. NICHOLLS: Yes, for superintendents
20 eventually.

21 THE CHAIRMAN: Does that answer your
22 question?

23 MR. GIBBORN: I think, as you say, it
24 would depend on the programme developed and the agreement
25 by these contractors. These fellows up here would not
26 be interested because of the various reasons. They would
27 have to be in some way subsidized or helped by those
28 who could.

29 DOCTOR CRISPO: Your compulsory ratio
30 would take care of that and you would not be at a
competitive disadvantage because all contractors would
be in the same position.

MR. HARRIS: Looking again at page 23,
am I interpreting something in here that I should not be?



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4 When the grade ten man for example comes in the second
5 class there, is his apprenticeship shorter?

6 THE CHAIRMAN: No.

7 MR. STEVENS: This has to be developed.
8 If I may read it, I just happen to have a recommendation
9 that was made by the Executive Staff of the Provincial
10 Institute of Trades, and I think they have got a very
11 excellent point.

12 THE CHAIRMAN: I was wondering if some-
13 thing could be ----

14 MR. STEVENS: They say:

15 " Where an apprentice has passed a Grade
16 12 Vocational course in his trade he shall
17 have the option of taking both the Basic course
18 and Advanced course or taking the Advanced
19 course only. In either case, if he completes
20 the Advanced course with 75% or over, he shall
21 be granted a contract time allowance, the extent
22 of the time allowance to be determined by an
23 Advisory Committee, approved by the Provincial
24 Advisory Committee.

25 Where an apprentice has not passed a
26 Grade 12 Vocational course he must take both
27 the Basic and Advanced courses as at present
28 but if he achieves a 75% or higher mark in the
29 Advanced Course, he shall then be granted a
30 time allowance as proposed above."

31 The brief only makes a passing reference
32 to that possibility and I would say very definitely that
33 that should be explored and the boys who are taking the



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5 advanced course and have the higher academic level of
6 education, their apprenticeship programme should be
7 reduced.

8 THE CHAIRMAN: Any further questions?

9 MR. MORIN: You have mentioned about
10 the evening facilities not being sufficiently adequate.
11 What kind of facilities would you want for these fellows?
12 Do you think the Provincial Trade Institute for the
13 Toronto area working in the evenings should give this
14 academic training for them?

15 MR. STEVENS: I can only speak personally;
16 I have to, because possibly we are one of the largest
17 employers of apprentices. We have to set up our own
18 training programmes, we find. We want the boys to get
19 some specific instructions in advanced blueprint reading
20 or estimating or things of that nature, so where we are
21 training an apprentice, we will cover that a little later
22 on under technical training. Where we are taking an
23 apprentice and we are going to develop him, channel him
24 into the field engineering end of the business, then we
25 only have the facilities for the academic training in
26 the large urban centres.

27 MR. MORIN: With this emphasis on
28 academic qualifications, someone could have grade twelve,
29 but under the Robarts' Plan they specialize more in arts
30 courses. Is grade twelve to be the backbone of the
vocational school where you get a first class area, and
is there any specializing on that?

MR. STEVENS: No, a person with that
particular qualification then would be able to undertake



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4 an apprenticeship training programme that would be more
5 advanced than either the basic or the second class.

6 MR. MORIN: You feel that an academic
7 qualification indicates immediately an aptitude in the
8 building trade?

9 MR. STEVENS: Oh, no, I do not, not by
10 any stretch of the imagination... Along with the
11 academic qualification he has to have the aptitude and
12 the interest and the desire to carve a career for him-
self in the industry.

13 MR. MORIN: The reason why I say this,
14 I would think there are probably a lot of men who are
15 fairly able right now in your field but have not got
16 this academic qualification.

17 MR. NICHOLLS: True.

18 MR. MORIN: We discuss re-training later,
19 I see, but these are high standards you set and your
20 intention is to try and encourage young people to take
more general education? You feel this is very important?

21 MR. NICHOLLS: For his future advance-
22 ment, yes, sir.

23 MR. STEVENS: If I might just have one
24 more minute --- there is no shortage of apprentice
25 candidates with the grade twelve. This year we graduated,
26 I believe it was six; therefore we had vacancies for
27 six. I think sixty candidates applied, and these are
28 for the carpentry trade, all with grade twelve, some
with grade thirteen.

29 MR. MORIN: Could I ask this? In this
30 training and provincial training situation, you have



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5 spoken entirely of this apprenticeship training. You
6 have also mentioned that there have been changes in the
7 construction industry. Have there been corresponding
8 changes in the apprenticeship courses? Do you feel the
9 apprenticeship courses need to be more up-to-date or
are you satisfied?

10 MR. NICHOLLS: I would say under the super-
11 vision of the Advisory Board the necessary changes have
12 been made, except that we are not under any circumstances
13 specializing. We are teaching the full trade.

14 MR. MORIN: You are quite happy with
the courses the way they are?

15 MR. NICHOLLS: Very definitely, sir.
16 It has been brought up --- and I can see the reason for
17 it --- it seems a pity when you are looking at dollars
18 and cents to make a man serve five years to learn to be
19 a carpenter, a proper craftsman, when he will only work
20 on form work. But because he is such a good carpenter
21 and he goes out with a boss who does something for him,
22 he is a good man at form work. Because he was fully
23 trained, that made him a good man at form work, and I
24 think some of the carpenters representing the City would
agree with me.

25 Sitting on my Board in Ottawa I find
26 this feeling has come up so many times. I understand it.
27 You can teach that man form work in two years. It would
28 only cost us two years of training. But if there is
29 not the form work to do and he is fully trained, there
30 is another job he can do and he does not become un-
employed; he is a better citizen.



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5 MR. MORIN: Why would you get him into
6 the labour market on a re-training basis, if there is
7 another job coming up? I would hope there would be re-
8 training facilities for people when they are on the job
9 instead of holding back the apprentices. I am wondering
10 if one of the reasons you do not get as many apprentices
11 is that they figure they have to do a five year course.

12 MR. NICHOLLS: Four years.

13 MR. MORIN: Some of the courses are
14 four years, and some of the courses will not be used too
15 much when he gets in the industry. If you had perhaps
16 a shorter course and then re-trained after he gets in
17 the industry ----

18 MR. NICHOLLS: No. We find four years
19 is the least we can do. We have an arrangement now by
20 which, if a boy going into technical trade in the second
21 year expresses a wish to be a tradesman of some kind ---
22 an electrician if you wish, or a plumber --- and will
23 graduate, go through that school with his lessons leaning
24 towards those subjects of planning and drafting and the
25 various mathematics he would have to learn to be a
26 plumber or an electrician, if he stipulates that is what
27 he wishes to be --- or a carpenter or bricklayer --- and
28 will graduate from school, we will give him one year off
29 his apprenticeship. We will give him a year's grace for
30 graduating from technical school.

That goes through all the trades with
the exception of the electrician. As you know,
electricity has gone so far above anything we ever knew
before. The electrical trade unions demand quite rightly



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4 that four years is altogether too short a term for them
5 anyway, and it becomes so advanced in the studies they
6 have to take, that they have requested that we drop that
7 one year for the electrical trade and we have agreed to
8 that.

9 DOCTOR CRISPO: You have suggested a
10 compulsory ratio to develop the apprenticeship system.
11 There is one possibility that was suggested to me when
12 I was interviewing people, and I would like to get your
13 views on this. One individual thought this would be
14 going too far. There are many small contractors on whom
15 the burden of even one apprentice might be too great.
16 There are a lot of small people operating.

17 What would you think of an idea that
18 on all Government Contracts it be required that anybody
19 bidding to do work on these contracts be required to
20 have in his employ a continuing complement of apprentices?
21 Certainly all the larger firms would thereby be induced,
22 to get Government work, to carry a complement, and some
23 of these smaller firms who might find it impossible to
24 carry apprentices, you might protect them as well as
25 build up your apprenticeship, the numbers.

26 MR. NICHOLLS: I would find that difficult
27 to answer. For one sure thing, it would emphasize the
28 Government's interest in apprenticeship.

29 THE CHAIRMAN: If he is a small con-
30 tractor and he has one carpenter, he needs someone with
31 him, so why would it be any hardship for him to have an
32 apprentice?

33 MR. NICHOLLS: That is a good answer.



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4 THE CHAIRMAN: He would be glad to have
5 him in fact, I would think.

6 DOCTOR CRISPO: A contractor may have
7 two or three carpenters and then you say: "You have to
8 have an apprentice." That may just be the difference.

9 THE CHAIRMAN: He would need him anyway.
10 He is not going to have all journeymen. He is going to
11 have somebody there who is not going to be a journeyman.
12 I do not think any contractor would hire five journeymen
13 and no labourers. That would be my thinking anyway.

14 DOCTOR CRISPO: I gather that by and
15 large you think the apprenticeship arrangements are in
16 fairly good order in this province? How do you explain
17 the fact except in the electrical and plumbing trades
18 --- and you may be able to make other examples --- we
19 are just not getting apprentices? I would be interested
20 in your views as to what the major cause of this short-
21 age is. I think since 1958, two thousand carpenters have
22 gone through apprenticeship. Well, there are probably
23 forty thousand carpenters in this province. How do you
24 explain this?

25 MR. EBERLEE: It seems like an awful
26 lot of effort and money for very few returns.

27 MR. NICHOLLS: You have two or three
28 reasons. I hesitate to mention some of them, but I
29 suppose I will have to answer your question.

30 Thirty thousand of that forty thousand
are un-organized men over whom we the unions and you the
Government have no control.

MR. EBERLEE: Unless we put in compulsory



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4 certification.

5 THE CHAIRMAN: Would that not solve
6 the problem?

7 MR. NICHOLLS: For instance, you mention
8 all these houses being built. There are dozens of
9 carpenters working on those houses, and all these dozens
10 of apartment houses are being built all around us. Those
11 men are not organized and I would say ninety per cent
12 are on piece work.

13 MR. GISBORN: What percentage of your
14 member companies have union organization?

15 MR. NICHOLLS: Of our member companies
16 here?

17 THE CHAIRMAN: Yes.

18 MR. NICHOLLS: All of them.

19 THE CHAIRMAN: That is, these people
20 within the organization?

21 MR. NICHOLLS: Within the organization,
22 yes. It is a condition of the membership.

23 THE CHAIRMAN: They are working against
24 contractors and so-called tradesmen who do not belong to
25 a union. There is no reason why they should do a lot
26 of the things you are doing and bid against you in smaller
27 jobs?

28 MR. STEVENS: That is right.

29 MR. GISBORN: You are saying the 157
30 member companies in the entire General Contractors
Association, if they are members of the association, they
must hire union help?

MR. NICHOLLS: They must comply



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4 with the laws of the Ontario General Contractors
5 Association, who negotiate with the seven designated
6 trades. All men using those seven designated trades
7 must, to be a member, comply with those rules and with
8 the unions; and I am sure without a word of a doubt
9 they all are.

10 MR. MORIN: Your first answer was this:
11 Because of the reason they have only got in 1959 eight
12 hundred out of about forty thousand who went through
13 apprenticeship, you say the reason is because there is
14 a larger un-organized group.

15 MR. NICHOLLS: Yes, and also I have got
16 to say quite sorrowfully because of the apathy of the
17 employer to take them on.

18 You were quite right when you answered
19 the gentleman over here that the small man with three
20 or four carpenters should have an apprentice, however
21 small he is. I want to tell you something --- those
22 small men who do something of everything around building,
23 jobbing men, turn out a better boy than we do, because
24 they get something of everything all through the year.
25 The smallness does not make him a small man in the
26 apprenticeship business; it makes him a good man. If
27 all our contractors in the Association had a bricklayer
28 apprentice and a carpenter apprentice, we would have very
29 little trouble.

30 MR. EBERLEE: You would turn out in one
year more journeymen?

MR. NICHOLLS: Correct.

THE CHAIRMAN: There is nothing



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5 to actually specify that you need be a journeyman if
6 you can saw a board squarely and drive nails. I almost
7 think I could get hired as a carpenter, but I would not
8 do for that small contractor, because he would ask me to
do something I could not do.

9 DOCTOR CRISPO: I agree with that fully.
10 This is just what apprenticeship needs in this Province.
11 On the other hand, if you look at it from the overall
12 point of view, you look around you and find more and more
13 skilled jobs and fewer un-skilled jobs. But I do not
14 think the intelligence of our population is growing
every year.

15 If we freeze out the whole construction
16 industry to non-skilled people except for labourers,
17 by saying everyone must be a competent journeyman to
18 lift a tool in the construction industry, I find that
19 a little frightening in terms of what we can do to the
un-skilled people in this Province.

20 MR. STEVENS: We have some union men
21 with us today --- and we seem to be dealing with the
22 carpenters --- and it is my understanding that the
23 carpenters are actually instituting a programme with
24 respect to competency at the present time of their
25 own.

26 MR. NICHOLLS: That is right.

27 MR. STEVENS: In other words, if
28 somebody else is not going to do it, they are going to
do it.

29 DOCTOR CRISPO: It needs to be done.
30 My question is, whether you want to go quite as far



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5 as you suggested in view of the effect you would have
6 the handy man or the immigrant who would probably
7 never become a full-fledged carpenter because he lacks
8 English and basic training. All of these people are
suddenly ruled out.

9 MR. STEVENS: Not suddenly.

10 DOCTOR CRISPO: Well, over the years
11 this type of individual would then find no place in
12 construction.

13 THE CHAIRMAN: How else would you up-
14 grade them? It seems to me we are having a problem
15 today with unemployment. Without any learning at all
16 we have people, they have never been apprenticed and
17 eventually they reach a point where they cannot work any
18 further, so they are unemployed. But if you make it
19 compulsory that these men must be trained, they can go
out and get a job any place.

20 DOCTOR CRISPO: I find it difficult
21 myself --- I am probably dead wrong.--- to believe that
22 every carpenter in the building industry should be a
23 full-fledged journeyman. I think it is a waste of man-
24 power. I find your argument that the men should be
25 versatile, that if you do not make him versatile, do not
26 give him a certain basic training, he cannot shift from
27 specialized jobs to specialized jobs and he will be out
28 --- I question whether that degree of versatility cannot
29 be given to a man without forcing him to go all the way
through the apprenticeship. I do not think any of them
in the grandfather clause would make it.

30 THE CHAIRMAN: You would make enough



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4 to supply the industry.

5 MR. MORIN: Through the door of the
6 building trade you have only had two thousand who have
7 come in through apprenticeship. Do you mean the standard
8 of building is very inferior across the City of Toronto?

9 MR. STEVENS: No, we would not even
10 suggest that, because we do have, let us say, the
11 sufficiently skilled and semi-skilled tradesmen to turn
12 out a quality product.

13 MR. MORIN: You have had a large pro-
14 portion of people with no skills in terms of grade eight.
15 You have had a great number of immigrants who have helped
16 in the building. Do you feel the effort they have put
17 forward has been first rate?

18 MR. STEVENS: Yes, because a great number
19 of your immigrants are qualified and competent.

20 MR. NICHOLLS: Especially the European.

21 MR. MORIN: But they are not qualified
22 to the standard you are asking here of grade eight?

23 MR. NICHOLLS: I would say they are
24 qualified in every way except they could not pass a
25 written examination as journeymen, yes.

26 MR. MORIN: Rather than the grade eight,
27 would you have the experience? In this "grandfather clause"
28 would it be on the basis that a man had done something
29 equivalent in experience, that it could be considered?
30 I am thinking of Doctor Crispo's suggestion of the men
already in the field who have done a good job in the past
in building to permit them to still stay in this area.
Could that not be on the basis of the experience?



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4 MR. STEVENS: We are coming to the next
5 section.

6 MR. EBERLEE: A gentleman the other
7 day said that in the trade of carpentry and some other
8 trades -- take carpentry -- there will always be a
9 certain percentage of people engaging in that trade who
10 do not need to be any more than wood butchers. I think
11 Doctor Crispo's point was (a) it is a waste of manpower
12 to train the wood butcher because all you need is a
13 wood butcher, and (b) there are people who can be good
14 wood butchers but who cannot pass on up through and
15 become full-fledged journeymen carpenters. If you are
16 going to make everybody, whether he is a wood butcher
17 or a full journeyman carpenter become a full journeyman
18 carpenter, then you are going to cut a certain number of
19 people out of potential employment.

20 MR. STEVENS: I think Mr. Nicholls would
21 agree that we certainly are not foolish enough that we
22 are going to have virtually one hundred per cent all-
23 round qualified tradesmen. You are going to have your
24 specialists, but they are also at the same time going to
25 be of more value to the individual. In other words, you
26 are going to have --- I can be quite specific; when we
27 'phone the carpenters for men we tell them what we want
28 them for. If we are doing heavy form work, we want men
29 who are competent and capable of handling heavy form
30 work. If we want finish carpenters, we tell them we want
finish carpenters. But generally speaking, all we are
trying to do is to upgrade the semi-skilled. What we
are suggesting is an upgrading of the semi-skilled



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4 journeymen to make them more versatile.

5 MR. EBERLEE: But you would not cut out
6 of that particular trade people who through no fault of
7 their own can work in a certain branch of it but cannot
8 work in the most refined branch?

9 MR. STEVENS: No.

10 MR. NICHOLLS: No, we cannot do that.
11 That is happening now. For instance, several companies
12 have started up in the last ten years doing form work ---
13 nothing else but form work. Some of them are doing that
14 form work for our contractors, and there is no doubt
15 about it that many of those men who are used to lumping
16 these heavy forms around and putting them together in
17 a manner good enough for concrete have become specialists
18 in that work. That form employer does not teach anybody
19 through apprenticeship, any more carpenters. We are
20 losing him; he has completely gone; he will not teach
21 men. He is doing form work at so much a square foot
22 and he is not a bit interested in training a carpenter.
23 But he will take the man who has been working on form
24 work for many years and become good at form work. We
25 lose the opportunity of getting that man to take on
26 apprentices, even to teach form work.

27 We are also doing the same in brick work.
28 A lot of brick work is sub-contracted to bricklayers who
29 just lay brick. They will not take on apprentices. He
30 is interested in laying as many bricks as possible at
so much a thousand. He is not interested in training
bricklayers. This is getting worse every minute.

DOCTOR CRISPO: If only there were some



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5 way to ensure the training of a sufficient number of
6 journeymen while at the same time providing for some sort
7 of a minimum standard below the journeyman standard for
8 these so-called wood butchers. We use "wood butchers"
9 as the term, but I think in other trades you can draw
10 similar analogies. I just pick on carpenters as the most
convenient example.

11 MR. NICHOLLS: I wish you were talking
12 of electricians and plumbers and you would still here
13 the blast at the other end.

14 DOCTOR CRISPO: I got a blast the other
15 day. The fellow who just does house wiring does not
16 compare with the electricians in the union.

17 MR. STEVENS: He should do.

18 DOCTOR CRISPO: I do not think he comes
19 close. If I were not so terrified of doing electricity
20 I could probably do a bit of house wiring, but I could
21 not attempt the things those people do. But where do you
22 set the standard?

23 MR. NICHOLLS: The electricians' unions
24 are trying so very hard at the moment to have absolute
25 forced certification for safety purposes. The reason an
26 electrician has to have a competency card from his area
in which he is working is for safety reasons. It is the
same with the plumber --- for sanitary reasons.

27 MR. GISBORN: If the trade union groups
28 (stick with the carpenters) --- just supposing (and I do
29 not know whether they have ever given a thought to it)
30 they did develop their programme where they had one to
three classifications, and of course, different rates



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4 for the classifications; would there be strong objec-
5 tions from the construction industry? Would it work?

6 MR. NICHOLLS: I do not know how you
7 would do it. It would come back to this: What we are
8 trying to get away from in apprenticeship is that the
9 boys go to high school or technical school and, because
10 they cannot pass an examination to get into university
11 and become an architect or lawyer or engineer or a
12 machinist even, that does not need a degree, or some
13 other branch of electricity if you wish, then he has to
14 be a bricklayer or carpenter. We do not want that. We
15 want a good man a bricklayer and a good man a carpenter
too.

16 MR. MORIN: You find someone who goes
17 through university to become a doctor, then some other
18 fellow who perhaps has not had so much training would
19 become a hospital administrator or become a technician
20 in a laboratory, an assistant. They are all highly
21 qualified men. I speak from great inexperience and no
22 knowledge in the electrical field, but surely there are
23 some very highly skilled work in various parts of this
24 and then there are some other things that are more
25 mundane; there are degrees of work which would need
different degrees of knowledge.

26 MR. NICHOLLS: We are trying to write
27 out that word "mundane". We are trying to say it is all
very important.

28 MR. MORIN: But there are degrees of
29 skill in various jobs.

30 MR. STEVENS: I think possibly we are



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4 talking in two different areas at the same time and I
5 think we are confusing or mixing results that are objectives
6 in respect to apprenticeship training with those that
7 we would like to achieve in respect to upgrading the
8 semi-skilled.

9 I think that we are going to find that
10 Doctor Crispo's observation is very good, that the
11 various classifications, should we have them in the
12 various trades, will be in the area of the, let us say,
13 semi-skilled, not in regard to the graduate apprentice.
14 The graduate apprentice will be a competent all-round
15 tradesman. But when it comes to upgrading the semi-
16 skilled journeyman of today you are quite right; some
17 will level off here, some will level off there, and some
18 will, let us say, be on a par with the graduate apprentices.

18 MR. GIBBORN: On this vital point I
19 would like to be clear --- on the apprentices being in
20 the bargaining unit. I would take it that if he joined
21 the union, then he comes under the protection of the
22 collective agreement. Would that be the case?

22 THE CHAIRMAN: He would be under it
23 anyway. According to your percentage schedule he is
24 already under it; so why should he join a union?

25 MR. GIBBORN: That is not the question
26 I asked. Would he come under the bargaining unit as
27 applied to fringe benefits and this sort of thing?

28 MR. STEVENS: Yes.

28 MR. GIBBORN: What other protection does
29 the union offer him as an apprentice in the bargaining
30 unit?



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...of any confusion or mixing results that we are
in respect to apprenticeship training with those that
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...On this point I
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THE CHAIRMAN: It would be under it
anyway. According to your percentage schedule he is
already under it; so why should he join a union?

MR. GIBSON: That is not the question
I asked. Would he come under the bargaining unit as

MR. STEVENS: Yes
MR. GIBSON: What other protection does
the union offer him as an apprentice in the bargaining



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5 MR. STEVENS: I could not answer that,
6 sir.

7 MR. GIBBORN: There are some rights he
8 gained by joining the union even as an apprentice?

9 MR. STEVENS: If there are, I am not
10 familiar with them.

11 DOCTOR CRISPO: I wonder in this
12 connection if there would not be a danger if you rule him
13 out of the bargaining unit. It is the journeyman he has
14 got the learn the trade from. Are you not going to cause
15 a lot of friction and interrupt his training?

16 I wish the reporter would make a note
17 of that --- a nod of the head from Mr. Stevens.

18 You get the Act changed and you get him
19 to agree they will not change apprentices. He has got
20 to work with these journeymen; he has got to pick up
21 the trade from them. I think the danger is, you are
22 going to add friction to the situation and jeopardize
23 his training.

24 THE CHAIRMAN: In other words, you are
25 saying a journeyman who belongs to the union would not
26 train an apprentice who does not?

27 DOCTOR CRISPO: I am not saying that.

28 THE CHAIRMAN: It sounds that way to me.

29 MR. NICHOLLS: That is what you are
30 fearful of.

DOCTOR CRISPO: I wonder if it is not
making a mountain of a mole hill, and at the same time
will it jeopardize the boy's training?

PROFESSOR LOGAN: The apprentice is



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5 likely to be working under the same conditions as the
6 others are.

7 MR. NICHOLLS: The workman is training
8 that apprentice. That is the man whom the apprentice is
9 working with through his trade. So, take an electrician
10 --- that boy and that workman know he is going to be an
11 electrician after he has graduated.

12 DOCTOR CRISPO: Your point is that they
13 should not be forced to do anything?

14 MR. NICHOLLS: True. It should not
15 jeopardize his membership.

16 THE CHAIRMAN: Until he has finished his
17 training.

18 MR. MORIN: But he receives benefit if
19 he is working in an industry where the union has got
20 certain conditions, certain compensations. This appren-
21 tice will get those --- vacation and other conditions.

22 THE CHAIRMAN: Of course there are lots
23 of shops that never have a union where they get fringe
24 benefits. I do not see why he should not get his benefits
25 if he is going to train at this particular company. I
26 doubt if any employer would ask a man to come in and say:
27 "You do not get benefits but those who belong to the
28 union do". I could not conceive of that.

29 MR. GISBORN: There are a lot of
30 instances where it prevails, I think.

At the top of page 26, if the Committee
give consideration to the committee you have mentioned,
would you have any strong objections to including a
member from the organized labour groups?



likely to be working under the same conditions as the
others are.

that argument. But as the man who the argument is
working with through his hands, so, with an electrician
--- that says that woman how he is going to be an
electrician etc. he has suggested.

POINT TO REMEMBER: Your point is that they
should not be forced to do anything.

MR. WILKINSON: Yes, it should not
propagate his membership.

MR. WILKINSON: I will be very pleased to

MR. WILKINSON: But is it necessary to

as is working in an industry where the union has no
certain restrictions, certain compensations. This appears
true with the whole -- variation and other conditions.

MR. WILKINSON: Of course there are lots

of shops that never have a union where they get things
benefits. I do not see why he should not get his benefits

if he is going to train at this particular company. I

would if any employer would not let a man to come in and say:

"You do not get benefits but those who belong to the
union do." I could not conceive of that.

MR. WILKINSON: There are a lot of

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At the top of page 20, in the Committee

give consideration to the committee you have mentioned,

would you have any strong objections to including a

member from the organized labor group?



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4 MR. STEVENS: What item was that?

5 MR. GISBORN: The suggestion that a
6 composite committee be established.

7 MR. STEVENS: No objection whatsoever.

8 Before I start with section 3, may I
9 give this example? In our company we had a bricklayer
10 apprentice who was forced to quit because he could not
11 afford to carry on with his union dues or join the union.

12 MR. GISBORN: This is a logical problem.
13 This affects you and in any society financial problems
14 make a difference. But that was not the real reason you
15 gave in your submissions?

16 MR. STEVENS: No, it is twofold.

17 UPGRADING AND TRAINING THE UNSKILLED AND SEMI-SKILLED
18 WORKER

19 In direct contrast to the Employers
20 primary responsibility in the area of Apprenticeship
21 Training, the matter of upgrading and training the
22 unskilled and semi-skilled worker must necessarily be
23 the primary responsibility of the individual supported
24 by Government assistance in respect to facilities and
25 instruction.

26 In effect this area which, technically,
27 is normally referred to as "retraining" could become
28 as large an operation and equally as important as the
29 area of Apprenticeship Training. The Committee will
30 quickly recognize the possibility of such an occurrence,
particularly if the present legislation requiring all
tradesmen to be Certified as to their competency in



What time was that?

MR. TINKER: The suggestion that a

composite committee be established.

MR. TINKER: No objection whatsoever.

Before I start with section 2, may I

give this example? In our company we had a bricklayer

employee who was forced to quit because he could not

afford to carry on with his other side of the union.

MR. TINKER: This is a logical problem.

This affects you and in any society financial problems

make a difference. But that was not the real reason you

gave in your submission?

MR. TINKER: Yes, it is logical.

PROPOSAL FOR TRAINING THE WORKING AND SKILLING

A direct contrast to the foregoing

primary responsibility in the area of apprenticeship

training, the matter of upgrading and training the

unskilled and semi-skilled worker must necessarily be

the primary responsibility of the individual supported

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In effect this area which, technically,

is normally referred to as "training" could become

as large an operation and equally as important as the

area of apprenticeship training. The Committee will

quickly recognize the possibility of such an occurrence,

particularly if the present legislation regarding all

tradesmen to be certified as to their competency in



their trade is to be enforced.

Since this phase of training bears a direct relationship to that of formal Apprenticeship Training, it is patent that such training should come under the supervision and administration of the Apprenticeship Branch of the Department of Labour.

There is little doubt that the Apprenticeship Branch, because of their specialized function and well trained personnel, are in the best position to develop, co-ordinate, supervise and administer a "Retraining Programme" so closely related to the Apprenticeship System.

A. RECOMMENDATIONS

1. Complete responsibility for the "Retraining" needs of our Province in respect to the Construction Industry be assigned to the Apprenticeship Branch of the Department of Labour.
2. In addition to the necessary development of a soundly conceived programme to meet the needs of our work-force, it is further recommended that the P.I.T. immediately begin setting up standards for the purpose of establishing tests designed to determine the competency of craftsmen in the designated trades of the Construction Industry.

TECHNICIAN TRAINING

There appears to be a growing interest in respect to the necessity of training and developing technicians from the ranks of graduate apprentices for



field engineering positions which do not necessarily require professional status.

However, to our knowledge, only one large firm of General Contractors has implemented a course of study designed to enable the trainee to advance to the classification of Technician Grade III as established by the Association of Professional Engineers of the Province of Ontario.

The academic requirements for this qualification are normally obtained through the Advanced Evening Classes offered by the Ontario Department of Education or through courses offered by the Ryerson Institute of Technology.

In view of the shortage of well trained, competent field engineers it is obvious that a planned programme involving a combination of practice and theory designed to develop field engineering personnel to the Technician or Technologist level would be of considerable assistance to the industry.

A. RECOMMENDATIONS

This area of training bears a direct relationship to apprenticeship training for certain designated trades. Also, since such training could be considered as an advanced or specialized course for graduate apprentices, it is recommended that the Apprenticeship Branch be requested to develop a standard course of study designed to produce qualified Technicians over the shortest possible period.

DOCTOR CRISPO: On the question of



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4 organization, I know that in the last two sections you
5 keep coming back to the Apprenticeship Division, yet
6 many of its functions are now the responsibility of the
7 Department of Education or Board of Education. You
8 mentioned the Ryerson programme or the Board of Educa-
9 tion programmes. Is there some reason for being
10 dissatisfied with the present programmes issued by
11 Ryerson or the Board of Education?

12 MR. STEVENS: No. It is a standard
13 programme that we are looking for for the industry. We are
14 only referring to one employer who has implemented this form
15 of training and, since the Apprenticeship Branch is not
16 involved in technician training as such, then the
17 individual employer has to set up his own programme in
18 order to develop these technicians.

19 DOCTOR CRISPO: Do you feel strongly
20 that this could not be done through the normal channels
21 of the Board of Education or the Department of Education?

22 MR. STEVENS: Put it this way: I think
23 probably it would be a co-operative type of an under-
24 taking under the supervision of the Apprenticeship
25 Branch.

26 DOCTOR CRISPO: You are thinking of it,
27 then, perhaps in terms of the present P.I.T. arrangement
28 where P.I.T. is administrated by the Education people,
29 but the Department of Labour has a voice in the courses
30 offered and so on?

MR. STEVENS: That is right.

MR. GISBORN: On this point, technician's
training, you seem to insist with your submission so far



organization, I know that in the last two sections you
 keep coming back to the Apprenticeship Division, yet
 many of the functions are now the responsibility of the
 Department of Education or Board of Education. You
 mentioned the Myerson program or the Board of Educa-
 tion program, is there some reason for doing
 something with the present program issued by
 Myerson or the Board of Education?

MR. STANLEY: Yes. It is a situation
 program that we are working for. I think we are
 of training and, since the program is now
 involved in the system training, we need to
 individual employer has to set up his own program in
 order to develop these technicians.

MR. STANLEY: Do you feel strongly
 that this could not be done through the normal channels
 of the Board of Education or the Department of Education?
 MR. STANLEY: I think it can be done. I think
 probably it would be a cooperative type of an under-
 taking under the supervision of the Apprenticeship
 Division.

ROBERT GRISBOL: You are thinking of it,
 then, perhaps in terms of the present P.I.T. arrangement,
 where P.I.T. is administered by the Education people,
 but the Department of Labor has a voice in the courses
 offered and so on?

MR. STANLEY: That is right.

MR. GRISBOL: On this point, technician
 training, you seem to be at least with your submission so far



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4 that you want all competent certified people in the
5 designated trades. But here you indicate that you would
6 like something done in regard to the field engineer and
7 not necessarily requiring professional status. That is
8 a change in the approach to this?

9 MR. STEVENS: No. I believe you will
10 find in Doctor Crispo's report outlining the various
11 topics, that he asked for comments on this particular
12 topic. Is that right?

13 DOCTOR CRISPO: The second way.

14 MR. GISBORN: You would like to have
15 some way to establish the field engineers?

16 MR. STEVENS: That is right.

17 MR. GISBORN: Without them becoming
18 certified engineers?

19 MR. STEVENS: That is right.

20 THE CHAIRMAN: There are just graduate
21 engineers recognized today?

22 MR. STEVENS: No. The Association of
23 Professional Engineers of Ontario now recognize your two
24 grades of technician and technologist. As a matter of
25 fact they set out the actual curriculum.

26 MR. MORIN: In connection with your
27 re-training programme, if it comes under the Department
28 of Labour I assume the emphasis would be more on
29 technical training rather than academic training?

30 MR. STEVENS: That is right; it is a
combination of academic and on-site training.

MR. MORIN: But I am thinking that many
of the unemployed perhaps do not have the qualification



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4 of grade eight and want to be trained. You then feel
5 that that academic qualification needs to be raised by
6 these people before they can take training?

7 MR. STEVENS: No. I go back to Doctor
8 Crispo's comment. As a result of the upgrading and
9 training of the unskilled and the semi-skilled programme,
10 you are going to have classifications.

11 MR. MORIN: Can I clarify this in my
12 own mind? A number of the unemployed according to the
13 statistics do not have grade eight. Under the Department
14 of Labour you do not feel they need to have grade eight
to get re-training?

15 As I am talking I can see the point you
16 are making. But we can move right in with these people
17 who have less than grade eight and give them technical
training to do something?

18 MR. STEVENS: Academic training, yes.

19 MR. MORIN: And not before his trying
20 to raise this grade seven to grade eight?

21 MR. STEVENS: No. As a matter of fact,
22 if you go back to page 27 again, you cannot force this.
23 This has to be a result of the individual wishing to up-
24 grade himself, improve his skills.

25 MR. MORIN: You can encourage him by
26 certain living allowances and other things?

27 DOCTOR CRISPO: Again you spoke of
28 different classifications and again I would like to ask
the question --- same rate of pay for all classifications?

29 MR. STEVENS: I do not think you can do
30 anything about it.



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DOCTOR CRISPO: This does disturb me.

MR. NICHOLLS: You have a good idea,
Doctor Crispo, but ---

DOCTOR CRISPO: You have to live in a
world of collective bargaining and it is just impractical
to impose these things in that world right now. Dual
rates in any one trade is out of the question?

MR. NICHOLLS: Absolutely.

DOCTOR CRISPO: Even though there might
be merit for this in one of the trades?

MR. NICHOLLS: We are talking of
technicians; is that not so?

MR. STEVENS: We are back to the re-
training, the upgrading of the semi-skilled and skilled.

DOCTOR CRISPO: I am an academic and I
live in a cloistered environment. I see all these trades-
men being paid the same rate and I now see with the
compulsory certification they have to obtain the same
rate. I know I suffer from being an egghead, I suppose,
but I think the problem comes down to a practical
problem; you cannot sell this to the people you have to
deal with right now?

MR. NICHOLLS: Who would you not sell it
to?

DOCTOR CRISPO: Quite frankly I do not
think you could sell it to any of the unions. The unions
feel that if you have a grade one and grade two, every-
body will classify everybody as grade two and there will
be no grade ones. You will just negotiate down your wage
structure.



HUGHES: This does sound well.

MR. NICHOLS: You have a good idea.

Doctor (Trigo), but --

HUGHES: You have to live in a

world of collective bargaining and it is just impractical

to impose these things in that world right now. Deal

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MR. NICHOLS: We are talking of

merit; is that not so?

MR. NICHOLS: We are talking of the re-

maining the upping of the semi-skilled and skilled.

HUGHES: I am an economist and I

have been interested in this. I see all these trades

now being paid the same rate and I now see with the

completely unskilled they have to be paid the same

rate. I know I suffer from being an economist, I suppose,

but I think the problem comes down to a practical

problem; you cannot sell this to the people you have to

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be no grade ones. You will just negotiate down your wage



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5 MR. STEVENS: : Possibly the most out-
6 standing example in the trades is the operating engineers,
7 where we have, I believe, eight classifications.

8 DOCTOR CRISPO: Why can it not go into
9 some of the other trades?

10 MR. STEVENS: Speaking personally, I
11 have negotiated collective agreements where the labourers
12 have five or six classifications. But then we come
13 right back to the point you are making.

14 To give you a very outstanding example
15 --- and many people comment on it --- where you see
16 structural steel going up, the structural steel workers
17 that are running around five or six storeys up taking
18 their lives in their hands, get exactly the same rate
19 per hour as the boys on the ground who put the slings
20 on the steel.

21 MR. NICHOLLS: Further to that, the
22 unions have actually no objection to us grading those men.

23 DOCTOR CRISPO: More --- if you are
24 going to pay them more?

25 MR. NICHOLLS: Yes. You have been on
26 the bargaining table too, I can see. They would come
27 back and say: "That is the minimum wage; if he is such
28 a good man, pay him some more".

29 THE CHAIRMAN: Does that not happen in
30 many cases with skilled men?

MR. NICHOLLS: All the time. And to
encourage our apprentices on this percentage basis, we
do the same with our apprentices. We pay them more if
they are good in the hope that that will so impress them



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training people in the trades is the operating engineers.
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--- and many people comment on it --- where you see

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that are running round here or all around, in taking

their lives in their hands, get exactly the same rate

per hour as the boys on the ground who put the shingles

on the roof.

MR. STEVENS: I turn to that, the

unions have actually no objection to us giving them work.

DOCTOR CHASE: Now --- if you are

going to pay them more?

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4 that they will endeavour to become foremen -- and we are
5 looking for leading staff in the industry. Ninety-five
6 per cent of our leaders in the industry, our foremen and
7 superintendents, come up through apprenticeship to the
8 top.

9 DOCTOR CRISPO: I attempt to observe,
10 even though I notice the people back there, that I know
11 the U.A.W. fairly well and at one point in the history
12 of that trade the people got fed up with the way they
13 were being treated, and the qualified journeymen are
14 going to get fed up with the fact that they are paid the
15 same rate as other members of the union who do not have
16 a fraction of the qualifications. Between twenty and
17 fifty per cent of the members are very qualified in some
18 trades, and beyond that you are in trouble, and yet they
19 all get the same rate. In a competency system I
20 suppose you get rid of the fellow who just cannot be up
21 to the standard. But there is something wrong somewhere.

22 PROFESSOR LOGAN: When you find that as
23 many as twenty steps in the table --- I suppose what
24 we are talking about is apprenticed people --- the
25 journeymen constitute a particular section in that table.
26 I have to mention the U.A.W. again. I think at the
27 present time it is still in a special compartment. They
28 are insulated against the other workers on both sides
29 above and below.

30 I think perhaps, looking out on the
bigger field of manufacturers, what we are talking about
here, the difficulty is not thinking about having one,
two, or three. After all, it is only a small group in

that they will endeavor to become foremen -- and we are looking for leading staff in the industry. Ninety-five per cent of our leaders in the industry, our foremen and superintendents, came up through apprenticeship to the

DOCTOR GRISBRO: I attempt to observe, even though I notice the people back there, that I know the U.A.W. fairly well and at one point in the history of that union the people got fed up with the way they were doing it, and the qualified journeymen are going to get fed up with the fact that they are paid the same rate as other workers of the union who do not have a fraction of the qualifications. Between twenty and fifty per cent of the workers are very qualified in some trades, and beyond that you are in trouble, and yet they

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4 the manufacturing. Their language of skill does not
5 play as big a role.

6 THE CHAIRMAN: It is not to this point
7 but I think we are making mountains out of mole hills,
8 for the simple reason that you have to change things to
9 get skilled people and then I think the union and
10 industry and the employees themselves will sort it out.
11 You have to make a start somewhere. We have not made
12 a start. We are starting at the top now, and we are
13 not at the top, and anticipating things that are going
14 to happen, and many I do not think are going to happen
15 at all, and I have employed men for twenty-five years.

16 PROFESSOR LOGAN: In the joiner union
17 I think altogether there are six stages as they count up,
18 and as they get through that, they succeed into a higher
19 wage group. These are not the people who are apprenticed
20 but they are very high wage people. You take that
21 industry; I think you find your apprentices start off
22 in the maintenance end. If you go below the apprentice
23 group, you are in a separate section.

24 THE CHAIRMAN: Well, it would seem to
25 me if we are going to upgrade our skills there is only
26 one way to do it and that is through training. If you
27 have not any goal when you get to the top, I doubt if
28 anybody is going to bother training.

29 We are going to need labourers in this
30 world yet --- the people who were not smart enough to
get the skill and get the job. I think we will have them
many years after this Committee puts in the report. We
will have the labouring class of people who do not want

the manufacturing. Their language of skill does not play as big a role.

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MR. ROBERTSON: In the former union

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and as they get through that, they succeed into a higher

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but they are very high wage people. You take that

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4 to educate themselves to go beyond that. Regardless of
5 what we do here, we are still going to have labouring
6 people who will not upgrade themselves to learn a trade
7 or go to school. We are always going to be faced with
8 these people.

9 MR. NICHOLLS: You need them.

10 THE CHAIRMAN: That is right. You need
11 them.

12 MR. MORIN: As I understand, there are
13 a number of unemployed people at the moment in the
14 construction industry. Are they unemployed because of
15 the seasonal basis and also because of the fact that
16 times are tougher now? Are they unemployed because of
17 automation within their industry or because they have
18 not got skills?

19 MR. STEVENS: Insofar as organized
20 labour is concerned, we are almost at the period of peak
21 employment. We are at the present time importing
22 bricklayers into Sudbury from Hamilton.

23 THE CHAIRMAN: What about carpenters?
24 Are you importing any of those?

25 MR. NICHOLLS: Yes, from Toronto to
26 Bancroft and Paris.

27 THE CHAIRMAN: I knew that. It depends
28 on what paper you read or what party you listen to some-
29 times.

30 DOCTOR CRISPO: I was talking to a
representative of a local union, the Township Local, and
they cannot supply all the needs right now.

MR. MORIN: I looked at one paper which

to educate themselves to go beyond that. Regardless of
what we do here, we are still going to have laboring
people who will not upgrade themselves to learn a trade
or go to school. We are always going to be faced with
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MR. WICKLIFF: You need them.
THE CHAIRMAN: That is right. You need

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MR. WICKLIFF: As I understand, there are

a number of unemployed people at the moment in the
construction industry. Are they unemployed because of
the seasonal needs and also because of the fact that
there are tougher needs? Are they unemployed because of
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not got skills?

MR. STANLEY: Unemployed as organized
labor is concerned, we are almost at the period of peak
employment. We are at the present time importing
labor from other parts of the country.

THE CHAIRMAN: What about carpenters?

Are you importing any of those?

MR. WICKLIFF: Yes, from Toronto to

Montreal and back.

THE CHAIRMAN: I know that. It depends
on what paper you read or what party you listen to some-

MR. MORIN: I was talking to a
representative of a local union, the Township Local, and
they cannot supply all the needs right now.

MR. MORIN: I looked at one paper which



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4 suggested the Unemployment Insurance Department may go
5 broke this year. That means a lot of money is being
6 spent on unemployment insurance. From what I can gather
7 a number of those people are getting unemployment
8 insurance who were doing some kind of construction work
9 around Toronto. Are these men unemployed because they
10 have not got skills, because they have not belonged to
11 a union, or because there are not enough opportunities
12 in construction work nowadays?

13 MR. NICHOLLS: I think you are thinking
14 of these men being construction men that are unemployed.

15 MR. MORIN: I am thinking particularly
16 of immigrants who come out in order to do construction
17 work, and it appears to me a number of them are not
18 getting jobs.

19 MR. EBERLEE: It may be so in the
20 housing business here in Toronto. Those people do not
21 usually work in your branch of the industry?

22 MR. STEVENS: Actually we are only
23 representing that section of the industry which is in-
24 volved in industrial, commercial and heavy engineering.

25 MR. EBERLEE: No home builders?

26 MR. STEVENS: No.

27 MR. NICHOLLS: I do not think you can
28 take the very heavy business of home building, which
29 includes apartment houses and so on, and judge that with
30 our industry, which is the more or less heavy industry,
engineering industry, because these men are real estate
men. They are not like us, contractors; they are real
estate men. They are building houses when they can get

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back this year, that means a lot of money is being
spent on unemployment insurance. From what I can gather
a number of those people are getting unemployment
insurance who were doing some kind of construction work
around Toronto. Are these men unemployed because they
have not got skills, because they have not belonged to
a union, or because there are not enough opportunities
in construction work nowadays?

MR. McLELLAN: I think you are thinking
of those men doing construction work that are unemployed.
I am thinking particularly
of immigrants who have not had a chance to do construction
work, and it appears to me a lot of them are not
getting home.

MR. McLELLAN: It may be so in the
homeless business here in Toronto. Those people do not
usually work in any branch of the industry?

MR. McLELLAN: Actually we are only
representing that section of the industry which is in-
volved in residential, commercial and heavy engineering.
MR. McLELLAN: Do you disagree?

MR. McLELLAN: I do not think you can
take the very heavy business of home building, which
includes apartment houses and so on, and judge that with
our industry, which is the more or less heavy industry,
engineering industry, because these men are well trained
men. They are not like us, construction; they are well
estate men. They are building houses when they can get



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4 the money with which to build those houses. When they
5 cannot get the money there will be no houses built. So
6 that body of men are on the market, not because they are
7 not trying but because of not enough money for the real
8 estate men to build the houses or develop the shopping
9 centres and what-have-you.

10 MR. MORIN: Thank you very much.

11 MR. STEVENS: I am glad you brought
12 that point up, because I think we should make quite clear
13 the branch of the industry we are representing.

14 MR. MORIN: Are we going to have any
15 representation from the home builders or the builders
16 of apartment houses?

17 THE CHAIRMAN: I cannot answer that,
18 because I think they are as disorganized as any group of
19 people can be. I think you get an office and put up a
20 real estate sign there and then you are in the construc-
21 tion business. I know that happens in a lot of areas.
22 There is no organization; they get cheap labour. This
23 certification we are talking about will stop all that.
24 To me that would be the answer to some of it.

25 MR. STEVENS: Referring to Doctor
26 Crispo's observation again, I do not think his thinking
27 is too unrealistic, but I do feel that a period of
28 evolution has to take place before we can accomplish
29 what the manufacturing industry has accomplished.

30 DOCTOR CRISPO: You say you only speak
for the organized and industrial section of the industry,
and probably that would work in that section. But, if
you put in compulsory certification in the home building



the body with which to build these houses. When they
 cannot get the money there will be no houses built. So
 that body of men are on the market, not because they are
 not trying out because of not enough money for the year.
 because they will build no houses or develop the shipping
 center and other things.

MR. LAMONT: Thank you very much.

MR. STEWART: I am glad you brought

that point up, because I think we should make quite clear
 the branch of the industry we are representing.

MR. LAMONT: Are we going to have any

representation from the same business or the railroads
 or government agencies?

MR. LAMONT: I cannot answer that,

because I think they are as disorganized as any group of
 people can be. I think you got an outline and put on a

real estate agent, then you are in the construction
 business. I know that happens in a lot of areas.

There is no organization; they get cheap labor. This
 organization is not working around with all this.

MR. STEWART: Regarding to better

Crisp's observation again, I do not think his thinking
 is too unrealistic, but I do feel that a period of

evolution has to take place before we can accomplish

what the manufacturing industry has accomplished.

DOCTOR CRISP: You say you only speak

for the organized and industrial section of the industry,
 and probably that would work in that section. But, if

you put in compulsory certification in the home building



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4 side, ninety per cent of the people could not work.

5 THE CHAIRMAN: Yes, but they could with
6 the 'grandfather clause' upgrade themselves. If I am going
7 to get a home, why should I not have the protection of
8 people who say I am going to get a home built by
9 qualified workers? Why should I get a home that is
10 going to fall down within two years, which has happened
11 since wartime?

12 DOCTOR CRISPO: Then the contractor is
13 pushing those people so hard.

14 MR. NICHOLLS: He just makes it piece
15 work, so the worker pushes himself.

16 MR. STEVENS: Again I might say this
17 last item is as a result of the comments requested in
18 Doctor Crispo's report.

19 SUPERVISORY TRAINING & MANAGEMENT DEVELOPMENT

20 Unfortunately this function is practi-
21 cally non-existent and somewhat foreign to the Construc-
22 tion Industry. Where training of this nature is in
23 effect it is spasmodic and usually undertaken in an
24 unorganized manner. In point of fact the Construction
25 Industry's participation and interest in this very
26 important phase of training is considered to be ten to
27 fifteen years behind its counterpart in manufacturing.

28 The need for such training cannot be
29 over emphasized because no job in the industry has
30 undergone such great changes during the past twenty years
as that of the Superintendent or Foreman.

Although the function of Supervisory



also, ninety per cent of the people could not work.

THE CHAIRMAN: Yes, but they could with

the grant that class upgrade themselves. If I am going

to get a home, my family I not have the protection of

people may say I am going to get a home early by

political workers? My friend I got a home that is

going to fall down within two years, which has happened

state machine!

DOCTOR: When the contractor is

making those people to have,

THE CHAIRMAN: It just makes it worse

and, as the doctor says, it is

THE CHAIRMAN: Again I might say this

that this is as a result of the economic situation in

Unfortunately this function is practi-

cally non-existent and somewhat foreign to the construc-

tion industry. When training of this nature is in

effect it is sporadic and usually undertaken in an

unorganized manner. In point of fact the construction

industry's participation and interest in this very

important phase of training is considered to be too low

fifteen years behind its counterpart in manufacturing.

The need for such training cannot be

over emphasized because no job in the industry has

undergone such great changes during the past twenty years

as that of the superintendent or foreman.

Although the function of supervisory



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4 Training and Management Development covers a great
5 territory and a gamut of topics relating to management
6 responsibilities, perhaps the most critical area re-
7 quiring immediate concentration is that of Labour
8 Relations.

9 There is no secret about the fact, the
10 majority of supervisory personnel in the Construction
11 Industry have come up through the ranks of organized
12 labour.

13 Of significance also is the fact that,
14 traditionally, within the industry, when a supervisory
15 position is to be filled it is usual to select the best
16 mechanic without regard to his ability (or lack of it)
17 in the industrial relations phase of the position. Also
18 little or no attention is paid to the transition needs
19 of these people in respect to their attitude relating
20 to labour-management relations. The result is that,
21 in many cases, incidents on the job site involving
22 labour-management relations which normally should be
23 resolved by supervisory personnel are allowed to
24 "balloon" out of all proportion thereby creating one
25 crisis after another.

26 Generally speaking industrial management
27 has accomplished remarkable results in this problem area
28 through supervisory training. Actually as a result of
29 industrial management's concentrated effort in this area,
30 over the past fifteen years, the wild-cat strikes,
sit-downs, slow-downs, violations of collective agree-
ments and offences under the Labour Relations Act, which
used to be everyday occurrences, have been reduced to

Training and management development covers a broad territory and a range of topics relating to management responsibilities, perhaps the most critical area in preparing industrial management in line of business.

Relationships

There is no secret about the fact, the majority of supervisory personnel in the construction industry have come up through the ranks of experienced laborers.

In significant ways in the past, this is true, within the industry, when a supervisory position is to be filled it is usual to select the best person without regard to his ability (or lack of it) in the industrial relations phase of the position. Also little or no attention is paid to the transition needs of great people in respect to their attitudes relating to labor-management relations. The result is that many people, because of the job site involving labor-management relations which normally should be resolved by supervisory personnel, are alienated to "alienation" out of all proportion thereby creating one of the most serious problems.

Generally speaking industrial management has accomplished remarkable results in this problem area through supervisory training. Actually as a result of industrial management's concentrated effort in this area, over the past fifteen years, the wildcat strikes, sit-downs, slow-downs, violations of collective agreements and differences under the Labor Relations Act, which used to be everyday occurrences, have been reduced to



a minimum and in some cases eliminated.

The object of citing industrial management's progress in this area of Supervisory Training is not to infer that such training is a method of mass producing industrial relations experts within the supervisory staff. However, it does mean that today, as never before in the history of the industry, there is a need, a critical need for the development of complete appreciation and understanding of the importance and methods of maintaining co-operative labour-management relations. Thus it naturally follows that in order to accomplish this objective, supervisory personnel must be adequately trained in order to carry out this (new) responsibility effectively.

The Select Committee no doubt realize that the area of Supervisory Training and Management Development is solely the Employer's responsibility. However, since it is related to Manpower Training as such, and since specific comments on the subject were requested by the Director of Research for the Committee it may be of general interest and help to the industry to deal with the matter more fully in this brief. In doing so it might be well to discuss the subject in further detail under the following headings:

- A. Definition of Supervisory Training
- B. The need for such training.

A. DEFINITION OF SUPERVISORY TRAINING

"Supervisory Training may be defined as being that phase of the business which deals with



maintaining and improving the effectiveness of human efforts, its emphasis is always placed on the people part of an organization."

Actually breaking the broad definition down it may be stated that it is the process by which knowledge, skill and attitudes are converted from potentiality to actuality.

B. THE NEED FOR SUCH TRAINING

The need for supervisory training will always depend, of course, upon the size of the concern, the rapidity of its growth, and the complexity of its operations. For instance in old organizations which have slumped into a somewhat static condition there is little need for systematic courses of training because promotion from the ranks can usually be depended upon to fill supervisory positions. However, it is quite different with large or rapidly growing companies, in these, definite training plans are imperative because without such a programme younger men of ambition and potential management ability receive only such incidental instructions as the inclination, time and opportunities of senior management personnel permit. This method of training is, of course, wasteful and unsatisfactory and has little excuse for existence in a progressive organization.

Actually, in our dynamic and growing Construction Industry, Supervisory Training and Management Development is more important and more

maintaining and improving the effectiveness of human effort, the emphasis is always placed on the people part of an organization."

Accordingly breaking the frame definition down it may be stated that it is the process by which knowledge, skill and attitudes are converted from potentiality to actuality.

THE NEED FOR SUPERVISORY TRAINING

The need for supervisory training will always depend, of course, upon the state of the economy, the quality of its growth, and the complexity of its operations. For instance in the engineering field which has developed into a somewhat scientific condition there is little need for scientific knowledge of technical, mechanical, electrical or chemical nature as actually to be applied to the still rapidly progressing, however, it is quite of interest with large or rapidly growing companies, a close, definite training plan is imperative because without such a programme younger men of ambition and potential management ability receive only such incidental instructions as the inclination, time and opportunities of senior management personnel permit. This method of training is, of course, wasteful and unsatisfactory and has little excuse for existence in a progressive organization.

Accordingly, in our dynamic and growing Construction Industry, Supervisory Training and Management Development are more important and more



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5 urgent than any other phase of employee training, because
6 supervisory ability is relatively and absolutely more
7 scarce than ordinary mechanical ability. It naturally
8 follows that the logical and appropriate place for
9 developing management personnel is within the individual
10 organization itself because no company in the construc-
11 tion industry can depend completely on outside sources
12 for an adequate supply of superior talent.

13
14 Possibly the major factor, within the
15 industry, which creates a critical need for supervisory
16 training and management development stems from the
17 continuous and progressive changes in methods, material
18 and equipment. Change is one constant which the
19 Construction Industry can be sure of and the problems
20 resulting from these changes can only be adequately met
21 and solved through a well organized programme of
22 management training for supervisory personnel.

23
24 Because of the highly competitive nature
25 of the Industry, it is obvious there can be little or no
26 liaison or exchange of information in respect to many
27 areas of the management function. At the same time be-
28 cause of the nature of the Construction Industry it
29 would be impractical to expect each employer to have a
30 qualified Training Director in his permanent employ.
Therefore it is apparent that the function of Supervisory
Training could be most economically and effectively
implemented and administered on an industry-wide basis.
There is little or no hazard in anticipating 100% co-
operation and participation in this very important
management function on an industry-wide basis.



The O.G.C.A. and The T.C.A. are willing to initiate, in co-operation with other Construction Industry Associations, the development of Management Training Programmes through the various facilities available in the Province -- assist in the development of necessary curricula and provision of adequate and competent instruction.

Respectfully submitted by The Apprenticeship Committee of:

<u>The Ontario General (and)</u>	<u>The Toronto Construction</u>
<u>Contractors Association</u>	<u>Association</u>
George Olts, Chairman	H. C. Nicholls, Chairman
D. H. Stevens, Vice-Chairman	C. J. Wilson, Vice-Chairman
R. H. Timms	D. H. Stevens
	F. C. Ainsworth
	A. F. Fassel
	R. W. Nelson
	R. A. Ritchie

on the 28th day of September, 1962.

THE CHAIRMAN: I wonder if it would be possible for you or someone in your group to give us a list of the trades that you think should be designated or certified beyond what there are there -- any trade that there should be training in?

MR. HARRIS: Any new trade?

THE CHAIRMAN: Any new trade.

MR. STEVENS: On page 5 we state:

"The eleven designated trades under



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5 Schedule "A" provide the formal and organized
6 training required to produced skilled craftsmen
7 in the basic trades of the industry with the
8 exception of millwrights, iron workers and
9 welders."

10 I think those are the only three trades --- or do you know
11 more, Mr. Nicholls?

12 MR. NICHOLLS: No, that is right. I
13 would draw to your attention, Mr. Stevens, the fact that
14 you in the Toronto Construction Association have an
15 agreement with the rodmen by which you have promised them
16 that you will endeavour to have the rodmen designated
17 and taught a trade; is that right?

18 MR. STEVENS: Right. We are supporting
19 their application.

20 THE CHAIRMAN: That is what I am thinking.
21 Perhaps in the next month if your organization would like
22 to send us a list of the trades that you people feel you
23 would like designated or certified and any new trades,
24 of which we mentioned one there today, heavy equipment.

25 MR. NICHOLLS: That would come under our
26 road builder headings.

27 THE CHAIRMAN: I am talking about the
28 motor mechanic who works on heavy equipment. He is not
29 certified or designated today, is he, to do this motor
30 vehicle repairing?

MR. STEVENS: If you are referring to
heavy duty mechanics, I think you will find that they are
with the operating engineers.

MR. NICHOLLS: Is that not correct,



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4 Mr. Howes?

5 MR. LEO HOWES: There is a mechanic
6 included in the Operating Engineers group, yes.

7 MR. GISBORN: Does this include those
8 pieces of equipment that do not necessitate the certifi-
9 cate under the Operating Engineers' Act?

10 MR. STEVENS: Yes.

11 THE CHAIRMAN: Such as a bulldozer, a
12 shovel?

13 MR. STEVENS: Yes.

14 THE CHAIRMAN: There is nothing as far
15 as Government is concerned. You might have it covered
16 in an agreement, but I do not think we have any designa-
17 tion as far as we are concerned. That is what I was
18 wondering --- a list of these that perhaps we can look
19 at to make recommendations to Government.

20 MR. GISBORN: Does your association have
21 any trouble in obtaining hoisting engineers?

22 MR. STEVENS: No.

23 MR. GISBORN: There is a good supply of
24 them?

25 MR. STEVENS: I am not training hoisting
26 engineers, but they are adequate; there is an adequate
27 supply.

28 MR. GISBORN: The point of the question
29 is, with the change from steam over the years to diesel,
30 that the Act itself on obtaining a certificate is, in
my opinion, quite out moded. If you will remember, the
Act says, to obtain a certificate as a hoisting engineer
you must have eighteen months' prior experience on the job



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5 with a licensed operator. On most of the equipment now
6 and in the past few years there has only been one man
7 operating the equipment. I just wondered how does the
8 apprentice in the field get the experience to get his
9 certificate under the qualifications of the Act?

10 MR. STEVENS: The operating engineers;
11 I am quite familiar with their operation. We have our
12 own equipment company. They actually have an unofficial
13 apprentice training system of their own. These boys
14 start right off as oilers and helpers.

15 MR. NICHOLLS: I think that is the way
16 they start off --- as oilers --- and go up. We are
17 training them at Collin's Bay.

18 MR. GISBORN: Does the contract insist
19 on having oilers on all their equipment? It is my
20 understanding that very few of the hoisting equipment
21 have oilers on them. The operator is the only man who
22 works on the machine and apparently does his own oiling.

23 MR. NICHOLLS: That has been covered a
24 month or two ago by the Safety Council who have stipulated
25 what these fellows have got to do in the interests of
26 safety. It is not published by the Government yet ---
27 at least, I do not think it is. The new Safety Act as
28 it applies to elevators and construction hoists has not
29 been published by the Department yet, has it?

30 MR. HOWES: No.

MR. NICHOLLS: We had finished it before
the summer holidays.

PROFESSOR LOGAN: In connection with
these additions, is it likely that a four-year concept



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4 or consideration generally could go along with the new
5 company, or are they three years or two years?

6 THE CHAIRMAN: You say five-year people?

7 MR. NICHOLLS: All of the apprentices
8 now of the trades have to serve four years with the
9 exception of, I think it is, plumbers, and they have to
10 serve five.

11 PROFESSOR LOGAN: I understand that.
12 This request for a list of added trades, new trades ---
13 would it be intended to be four years or what?

14 MR. NICHOLLS: That is one of the
15 difficulties. There is a per capita cost in training
16 these apprentices. Referring to the rodmen we are trying
17 to get designated, those men would certainly not need
18 four years to learn to be a rodman.

19 PROFESSOR LOGAN: I had something of
20 that in mind.

21 MR. NICHOLLS: For instance, there is
22 some thought we might reduce the plasterer's time. All
23 this lovely stuff we have in our buildings is out. We
24 just have plastered walls and acoustic ceilings, and it
25 is possible they could learn their trade in two years.
26 It would be a capital saving to train these boys.

27 MR. BRUNELLE: Mr. Chairman, Mr. Stevens
28 dealt with this question and it is not too clear in my
29 mind what are the objections for this twenty-five age
30 limit for an apprentice? Why does your association feel
that an apprentice should not be older than twenty-five
years of age?

MR. STEVENS: We are afraid that the



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4 same thing will develop here, and you will have to pardon
5 me, I am not sure whether it is Alberta or Saskatchewan
6 --- and I mention this as a for instance --- where your
7 apprentices who are over the age of twenty-five in
8 effect are not apprentices. They are drawing journeymen's
9 rates. Therefore we say that if someone wants to up-
10 grade himself beyond the age of twenty-five, let us put
11 him under the programme for upgrading and re-training
12 of semi-skilled. He is getting journeyman's wages
13 anyway. This is documented. This came from the Director
14 of the Apprenticeship Branch in either one of those
15 Provinces, and he said categorically that ninety per cent,
16 or he mentioned a percentage --- were drawing journeymen's
17 wages; they are not apprentices.

18 MR. BRUNELLE: I think there is
19 justification for having an age limit over twenty-five
20 but it seems to me if there was sort of a little leeway
21 --- twenty-five and under certain circumstances this
22 could be left to the discretion of either an advisory
23 committee or the Minister responsible. You say that if
24 they are over twenty-five they are drawing journeyman's
25 wages and therefore they should come under the new
26 training programme or upgrading. But in certain cases
27 it may be impossible to obtain that. It may be easier
28 for a person of, say, twenty-six years of age--- a
29 person happens to be 26 years of age; there is very little
30 difference between a person who is twenty-six and twenty-
five ---- it might be easier for that person to come under
an apprenticeship programme than it is under some other
re-training programme.



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4 MR. STEVENS: You have hit on a very
5 important point. Our recommendation is that the age
6 limit be pegged at twenty-five. However, I am quite sure
7 --- and I will leave this up to Mr. Nicholls to support
8 --- if you have special cases which are processed by the
9 Provincial Advisory Committee, I do not think there will
10 be an objection.

11 MR. NICHOLLS: That is true; that has
12 happened. I feel, of course, in a very embarrassing
13 position, gentlemen, because I am the Chairman of the
14 National Apprenticeship Advisory Board in Ottawa for the
15 Department of Labour, and there we have advised all the
16 provinces --- we only work in an advisory capacity to
17 the provinces, giving them all the economy they request,
18 but we do offer our services statistically and in ways
19 they cannot afford to do themselves --- we have advised
20 them they should raise their limit from twenty-one to
21 twenty-five. All the Provinces have taken advantage of
22 this immediately.

23 THE CHAIRMAN: Except Ontario.

24 MR. NICHOLLS: Except Ontario, and I
25 sit on the Ontario Board here --- and have done for
26 thirty-two years --- against raising it to twenty-five,
27 and I sit in Ottawa as Chairman and say: "You have to
28 raise it to twenty-five." I just do not know where I go
29 from here.

30 DOCTOR CRISPO: I do not see why the
employer is so concerned. He does not have to take an
apprentice over twenty-five. He does not have to pay
him the journeyman's wages.



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5 MR. NICHOLLS: These boys of twenty-five
6 have been wandering and in the meantime some of them have
7 got married --- that is something all boys seem to know
8 about --- and have got children.

9 DOCTOR CRISPO: If a man wants to go
10 into apprenticeship and can find an employer who is
11 willing to take him ---- It should be if the man can
12 find an employer willing to take him.

13 MR. NICHOLLS: It is permissible under
14 the Act.

15 THE CHAIRMAN: I know, but why should
16 we put an age limit as a Government? I can cite cases
17 where people of twenty-one years of age went to industry.
18 Maybe they wanted to be tradesmen sooner than that, but
19 industry was offering jobs that they felt they could not
20 afford to start an apprenticeship.

21 I know of several cases not too far
22 away from the City of Kingston; but they want to go
23 ahead now and be apprentices in the automobile trade.
24 They would like to get to be mechanics and come up through
25 the automobile trade that way. They are twenty-five and
26 we cannot take them on as apprentices. They are sincere;
27 some of them are not married. They realize it is worth
28 maybe getting into a dealership or salesmanager, service
29 manager or some other way; but they must learn this trade.

30 MR. STEVENS: This is another important
point in respect to the raising of the age limit. Should
that not be a result of not having sufficient candidates
below the age of twenty-five? Should it not be proved
that we just have not got the potential in the age group



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4 under twenty-five to bring into our apprenticeship
5 training? Right now there is no shortage.

6 THE CHAIRMAN: I do not think this is
7 a big problem. I cannot see many people over twenty-five
8 who want to be an apprentice. But the point I am coming
9 at is, why should we as Government or Department of
10 Labour say to anyone: "You cannot learn such and such
11 a trade."? If you can be employed and you want to serve
12 your time, why should we say, "No."? That is the angle
13 I am looking at. I do not think it is a problem.
14 Twenty-one was a problem, because a lot of people do not
15 settle down until they are twenty-two or twenty-three.
16 I think with certification you leave the age limit off
and nobody would have any problem with it.

17 MR. NICHOLLS: In having raised the
18 age limit there have been very few taken advantage of it
19 across Canada. There are some very sincere cases.
20 There is one in Northern Ontario now in one of our
21 northern cities where an employer, who has a good appren-
22 ticeship record in Ontario in our Committee here in
23 the Parliament Buildings, wrote down to us that he has
24 taken on a young man twenty-three years old who has
25 suddenly decided after coming out of industry that he
26 has made a mistake; he wants to be a carpenter. So
27 he said: "We have employed him and I am writing to you
asking your permission to do so because I wish him to
go through the apprenticeship schools."

28 It was quite fair of the employer to do
29 that and it is quite fair of that boy to decide he wants
30 to be a carpenter. The employer has a good record and



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4 he says this boy is sincere. So we have stretched the
5 line and let him go through. We want that age right
6 for others.

7 THE CHAIRMAN: You do not feel there
8 would be any hardship imposed on your trade if the age
9 limit were removed altogether?

10 MR. STEVENS: Except that you would
11 muddy up the whole situation. There would be conflict
12 there between pure apprenticeship training and upgrading
13 and re-training. Let us keep them separate or let us
14 put them all under the apprenticeship branch.

15 DOCTOR CRISPO: Where is the upgrading
16 man heading for --- journeyman status?

17 MR. STEVENS: Yes. He may be a journey-
18 man now. He may be drawing journeyman's wages right now.
19 If he wants to improve his skills, why allow him to take
20 the formal apprenticeship training? Why not put him in
21 under the special programme for upgrading and re-training?

22 DOCTOR CRISPO: I do not see why there
23 is an advantage one way or the other if you are already
24 paying him journeyman's wages; unless the upgrading
25 programme is faster.

26 MR. NICHOLLS: Did the Department not
27 take on under the heading of upgrading a certain body of
28 men in the Province of Ontario and put them into our
29 schools to upgrade them in a particular trade, and did
30 the unions not absolutely shout that down?

DOCTOR CRISPO: You cannot train anybody
in this province under programme 5. You cannot train
an unemployed worker in any of the designated trades.

he says this boy is sincere. So we have started the
line and let him go through. We want that eye right
for others.

MR. CHAIRMAN: You do not feel there
would be any hardship imposed on your trade if the eye
limit were removed altogether?

MR. SIMMONS: Except that you would
muddy up the trade situation. There would be conflict
there between your agricultural training and upgrading
and re-training. Not as keep them separate or let us
put them all under the apprenticeship program.

MR. CHAIRMAN: Where is the upgrading
and re-training for the farmhand program?

MR. SIMMONS: Yes, the way to a journey-
man now. He can be training farmhand's wages right now.
If we want to improve his skills, why allow him to take
the kind of agricultural training? Why not let him
under an special program for upgrading and re-training?

MR. CHAIRMAN: I do not see why there
is an advantage one way or the other if you are already
paying him journeyman's wages; unless the upgrading
program is better.

MR. SIMMONS: Did the department not
take on under the heading of upgrading a certain body of
men in the Province of Ontario and put them into our
schools to upgrade them to a particular trade, and did
the union not absolutely about that come?

MR. CHAIRMAN: You cannot train anybody
in this province under program 2. You cannot train
an unskilled worker in any of the designated trades.



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MR. NICHOLLS: That is what I thought.

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DOCTOR CRISPO: I gather you would agree with the union point of view on this?

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THE CHAIRMAN: Over twenty-five and designated trades.

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MR. NICHOLLS: No, I do not say I agree with it.

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MR. BRUNELLE: What was that again?

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DOCTOR CRISPO: Under programme 5, P.I.T. began operating some courses in the designated trades and there was such an outcry from the unions that it was cancelled and every Board of Education in this Province has stayed away from it.

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MR. NICHOLLS: I do not agree with it at all. I would not like you to think I agree with the unions on that point. Any man has a perfect right to upgrade himself.

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DOCTOR CRISPO: They were taking the men and training them in the designated trades strictly in the classroom, strictly in a trade school, and this was an alternative.

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MR. STEVENS: I would object to that, because it has to be a combination of classroom and on site training.

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DOCTOR CRISPO: You would not be opposed to the training of unemployed workers under programme 5 if it were of the nature of, let us call it, pre-apprenticeship training bringing the fellow up to the point where he could become a qualified apprentice?

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MR. STEVENS: Without an on site training?



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4 DOCTOR CRISPO: Just bringing him up to
5 the point where he could start as an apprentice.

6 MR. STEVENS: Oh, no; no problem there
7 at all.

8 DOCTOR CRISPO: If you give him any
9 shop work along with it, you cannot do that in this
10 Province.

11 MR. NICHOLLS: May I ask why?

12 DOCTOR CRISPO: I gather because strong
13 representations were made by the building trades because
14 they did not want anyone tampering with apprenticeship
under any guise, whether it be pre-training or what.

15 MR. STEVENS: I would not agree with that.

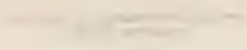
16 DOCTOR CRISPO: Mr. Eberlee, is this not
17 what the problem was?

18 MR. EBERLEE: I do not know. I am
19 advised that that was the case.

20 THE CHAIRMAN: Your question is still up
in the air, I think, but I do not think we are going to
21 get the answer, Mr. Brunelle.

22 MR. BRUNELLE: I never thought too much
23 of this age limit. Reading the brief of the Social
24 Planning Council of Metropolitan Toronto, they say the
25 age limit should be done away with and they give their
26 reasons here. I do not think there would be very many
27 over twenty-five who would become apprentices, but I
28 think discriminating between these people of twenty-six
or twenty-seven who have the ambition to take lower wages
29 while they are training, I think is unfair.

30 MR. STEVENS: We agree that those



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4 special cases should be handled by the Provincial Ad-
5 visory Committee.

6 DOCTOR CRISPO: If this fellow has got
7 grade twelve and he is thirty and he can find an employer
8 --- let us say the employer is a father-in-law so he has
9 a contract --- and that employer is willing to carry him
10 as an apprentice, I do not see what your objection is
11 to this. He has got grade twelve; he is willing to go
12 to P.I.T.; he is willing to take a forty per cent or
13 fifty per cent and so on wage; he has found an employer.
14 This is what I do not understand. This is your protec-
15 tion --- he has got to find an employer to take him.

16 MR. NICHOLLS: I would personally have
17 no objection to him and I might be one of the men who
18 would like to take him on, but I have to run my business
19 in conjunction with my unions, if you want me to speak
20 plainly.

21 DOCTOR CRISPO: This influences an
22 awful lot of you people. I do not blame you. If I had
23 to run a business, I would be in the same boat.

24 THE CHAIRMAN: I think we have posed
25 this question to perhaps everyone who has presented a
26 brief and they have agreed that if there were designated
27 or certified trades, that age limit would not be a
28 factor, a problem at all.

29 MR. STEVENS: Are those employers out-
30 side of the construction industry?

THE CHAIRMAN: Yes. We have had trade
unions who agreed to that.

MR. EBERLEE: I.B.E.W. did not agree to



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4 that.

5 THE CHAIRMAN: I do not think anyone
6 left here ----

7 DOCTOR CRISPO: After we brow-beat them.

8 THE CHAIRMAN: I do not think there was
9 pressure --- that much pressure. But this did not seem
10 to be a problem.

11 MR. STEVENS: I would think that the
12 construction industry is probably the largest employer of
13 apprentices. If I recall the figure right, I think that
14 in the last report that I saw in April we had something
15 like nine thousand odd apprentices indentured in these
16 eleven trades.

17 I would be interested in knowing whether
18 or not the mechanical trades had agreed to exceed the
19 age limit by twenty-five --- over twenty-five?

20 DOCTOR CRISPO: In effect the mechanical
21 trades are in the hands of individual employers. There
22 is a few that are registered with the Department of
23 Labour, but it seems outside of construction in most of
24 the mechanical trades it is up to the individual company.
25 They either have an apprenticeship programme or they do
26 not, and, if it is convenient, they register with the
27 Department of Labour and if it is not they do not.

28 MR. NICHOLLS: How are you alluding to
29 "mechanical" --- the plumber?

30 DOCTOR CRISPO: You are referring to
mechanical within construction?

MR. NICHOLLS: Yes.

DOCTOR CRISPO: I am sorry; I thought



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4 you meant mechanical -----

5 MR. NICHOLLS: That is different alto-
6 gether.

7 MR. STEVENS: I can only see one that
8 would probably disagree with the recommendation and that
9 is one that we are not representing; that is the
10 designated trade of motor vehicle repair.

11 DOCTOR CRISPO: I am not sure what you
12 mean by that?

13 MR. STEVENS: There are your bricklayers,
14 carpenters, electricians, masons, painters, decorators,
15 plasterers, sheet metal workers, steam fitters, your
16 air conditioning and refrigeration ----

17 MR. NICHOLLS: Your only other trades
18 are barbering and motor mechanics. The sad story,
19 gentlemen, is that there are more motor mechanics regis-
20 tered with us here going through apprenticeship in
21 Ontario than there are in all the other trades in the
22 building industry; we say that is not right.

23 THE CHAIRMAN: There you have a certi-
24 fied trade.

25 MR. NICHOLLS: Yes, and we think
26 certification will lift these men up.

27 THE CHAIRMAN: I do not think there will
28 be any opposition in the motor repair trade. Age limit
29 would never enter into it. We have operated under this
30 for many years now.

MR. EBERLEE: Ten.

THE CHAIRMAN: Ten or more years, and
it is no hardship. We get good apprentices and they have



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4 some status when they get through. We do not get all
5 the best mechanics with certificates. We have two or
6 three different grades there.

7 MR. NICHOLLS: Human nature.

8 MR. MORIN: You have given emphasis to
9 the academic background in apprenticeship. I am wonder-
10 ing if a young fellow who goes into your industry ---
11 he is a bright, able fellow --- this man through appren-
12 ticeship got excellent marks; you might feel we can
13 invest in this man, or he would want to go to Ryerson
14 or even move on towards university to take some kind of
15 course. As I understand it, the apprenticeship course
16 at this point gives no recognition in Ryerson, or gives
17 one year. There is not an inter-relation between these
18 different ways of getting up because of academic
19 qualifications. Do you think that should be changed?
20 In other words, once your man is an apprentice -----

21 MR. NICHOLLS: Gone through apprentice-
22 ship.

23 MR. MORIN: And he goes into his trade,
24 he is still wanting to study. But he will be told as he
25 moves out of that apprenticeship that he will have to
26 start taking general arts courses or something to go into
27 engineering. Do you think this is right?

28 MR. NICHOLLS: I would think a boy of
29 that type would find a way to get what he wanted through
30 co-operation with his employer. For instance, I had a
man who wished to be a carpenter --- a bright looking
young fellow with twelfth grade. I decided to take him
on as an apprentice carpenter. At the end of one year



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4 he came to me --- and I met him on the jobs periodically
5 and talked to him and to his superintendent on that job
6 and expressed my interest in this particular boy and
7 asked him to take a particular interest in the boy ---
8 he came to me at the end of a year and said: "I am
9 driving for something more than just to be a carpenter;
10 I would like eventually to be either a superintendent --
11 and I know that apprenticeship will not make me a
12 superintendent --- or I would even like to be an estima-
13 tor." He said: "My real objective is to be an estimator
through quantity surveying."

14 I said: "All right, now, do one more
15 year of apprenticeship and I will arrange it with the
16 Apprenticeship Board and I will place you with another
17 company that is desperately interested in training young
18 men and who will advance you through estimating. He
19 has a large enough office to start you at the bottom of
20 estimating and bring you along up through all his various
grades of estimating."

21 He agreed to that, so at the end of his
22 second year I arranged for him to go into the employ of
23 this company --- that is Pigott Construction Company ---
24 who are noted for their training abilities. He spent
25 four years with that company and I sent him to Ryerson
26 for one year. He is back with me now and he is now
27 captain of three jobs, all of them over a million and
28 three-quarters a piece. Does that not answer your
question?

29 MR. MORIN: I am thinking of young
30 fellows going into apprenticeship and I am also really



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4 thinking of parents. I think there is still a stigma
5 attached in some people's eyes to letting a young boy go
6 into working with his hands, and they feel if he does
7 take this training he is stopped --- he will have to be
8 working with his hands for the rest of his life.

9 I feel there must be cases such as you
10 have had, but perhaps they have not had such an enlighten-
11 ed employer as you who would follow it through. But I
12 am thinking of the university and also of Ryerson,
13 where a fellow seems to me to be channelled. He takes
14 an apprenticeship course and that is the end. Surely
15 if he is a bright kid there should be more?

16 MR. NICHOLLS: You would want a liaison,
17 a recognition?

18 MR. HARRIS: Another way to get to
19 university.

20 MR. STEVENS: I think I know what you
21 are referring to and actually you can say there are four
22 actual channels of which an apprentice could take
23 advantage. Number one, of course, he would level off
24 as a journeyman. Number two --- and we have made it a
25 habit, as Mr. Nicholls said, we are channelling appren-
26 tices into estimating, which is a very important staff
27 position; we are channelling them into field engineering,
28 which is important. Then the major line of promotion,
29 of course, is supervision at construction level as fore-
30 men, superintendents. All of these boys who are headed
beyond the level of journeyman, they require specific
training. They have to raise their level of academic
education.



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5 MR. MORIN: Your industry is getting a
6 flow of these boys, but as far as institutes of learning
7 go, are they making it easy to move from one to the
8 other by giving recognition for their past academic
9 experience?

10 DOCTOR CRISPO: In other words, what
11 would a boy do who was not with a company as progressive
12 as yours?

13 MR. STEVENS: He has the same opportunity.

14 MR. NICHOLLS: But he has probably got
15 to do it himself.

16 DOCTOR CRISPO: Do you have your own
17 facilities, or do you use public facilities --- night
18 school?

19 MR. STEVENS: Maybe there is a sufficient
20 motive, but for years we have not taken on an apprentice
21 with less than grade twelve, simply because we can -----

22 DOCTOR CRISPO: Go further with them?

23 MR. STEVENS: No. If they are going on
24 to do estimating or field engineering or even if they are
25 going up the supervisory ladder, then they are required
26 to raise their academic standard by either taking the
27 advanced technical evening classes or special courses
28 at Ryerson.

29 We can do that in the larger urban
30 centres such as Toronto, Hamilton and Montreal, but we
could not do it certainly if we had a boy up in Sudbury,
for instance.

DOCTOR CRISPO: Do they get a certificate
beyond their journeyman's ticket, or what do they get?



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5 MR. STEVENS: These are certificate
6 courses, yes.

7 MR. HARRIS: Company certificate courses?

8 MR. STEVENS: No, not your advanced
9 evening technical courses.

10 MR. NICHOLLS: What they do actually get,
11 you know, is a little better salary.

12 THE CHAIRMAN: That is what they are
13 interested in.

14 MR. NICHOLLS: Sure.

15 DOCTOR CRISPO: That is better than a
16 piece of paper.

17 MR. MORIN: I still feel that in our
18 country today, if you get a B.A., even though you probably
19 never attended half the classes, some people think you
20 are an educated man and for a little while you have some
21 prestige with this. I am wondering if perhaps there is
22 some way they can channel in and a man who has had this
23 practical experience could have something equivalent to
24 give him this prestige --- a degree --- and whether this
25 would encourage some parents to say: "Look, if you move
26 in you can really work up the ladder."

27 MR. STEVENS: Absolutely.

28 MR. MORIN: Do you think people are aware
29 of this generally?

30 MR. STEVENS: No, they are not aware of
it. There is not enough publicity given to that. I have
given talks at a number of high schools and have outlined
our two forms of training programme, one for the appren-
tice and one for the graduate engineer. Actually, if they



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4 are both heading for the position of project manager,
5 it takes the graduate apprentice and the graduate
6 engineer the same length of time to get there.

7 THE CHAIRMAN: Do you think if we had
8 full time counselling for these young people, with the
9 plans that we have and the plans that we are going to
10 have, it would solve a lot of the problems we have right
11 now?

12 MR. STEVENS: Yes, it would go a long
13 way.

14 THE CHAIRMAN: For most young people
15 today, there is no place for them to turn and say:
16 "What should I do? What trade should I go into?" You
17 would not advise too many people to go in your trade,
18 even you?

19 MR. STEVENS: I would not advise anybody
20 to go into the construction business.

21 THE CHAIRMAN: Whatever we are in our-
22 selves, that is the worst one.

23 MR. BRUNELLE: Where would this be done?

24 THE CHAIRMAN: I think it would have to
25 be through forecasting what the needs would be and it
26 would have to be done on a ten-year period at school level
27 where these counsellors could go and say: "These are the
28 trades that exist in the next ten years and this is the
29 way you get there."

30 MR. NICHOLLS: It is amazing how little
is known in our Province of apprenticeship. You sit down
in the Lions Club or the Kiwanis Club and the subject
comes up now and again because somebody at the table knows



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4 and he brings the subject up. All the rest of the men
5 sitting there do not know we have an Apprenticeship Act,
6 that we are training men; they do not know it.

7 THE CHAIRMAN: I think it could be
8 improved on, our Apprenticeship Act.

9 MR. NICHOLLS: That is true, but if
10 these mothers and fathers do not know --- I want these
11 high schools and vocational schools, the hallways placarded
12 with large posters and this sort of thing. We did that
13 twenty-five years ago, but we dropped it for some reason
14 for another.

15 MR. BRUNELLE: I come from a place
16 called Kapuskasing. I remember that after the war a
17 person fifteen years of age with very little education
18 could get a job at the mill sweeping floors at \$1.90 an
19 hour and buy a car within a few months. There was not
20 too much incentive.

21 MR. NICHOLLS: I know, but that boy was
22 not a grade twelve boy.

23 MR. BRUNELLE: No.

24 MR. NICHOLLS: He would be less than
25 grade twelve.

26 MR. BRUNELLE: Yes.

27 THE CHAIRMAN: There was a demand there
28 for anyone who was big enough to work.

29 MR. NICHOLLS: The grade twelve boy has
30 more ambition.

THE CHAIRMAN: We are dealing with a lot
of boys who are not going to make grade twelve.

MR. STEVENS: But they do not have to.



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5 THE CHAIRMAN: That is why I think that
6 certification and something to say that he had finished
7 a trade will add a little prestige. He will want to go
8 on if he knows there is going to be some --- I do not
9 know if you would call it protection, but that he is
going to be recognized when he gets this.

10 MR. STEVENS: I think your suggestion
11 in regard to counselling is an excellent one. We
12 recommend it in our brief. We feel the starting point
13 should be his last year in public school and his first
14 year in secondary school. They should concentrate in
15 that area. Secondly --- and I mention this not plugging
16 the company --- we produced a film for the Department of
17 Education on apprenticeship training. It might be very
18 amateurish but that is the type of thing this was. The
19 Department of Education carried this out on an experimen-
20 tal basis. They piped it into the schools. It was not
21 too bad a film and it showed the opportunities that
22 exist via formal apprenticeship training. After the
23 students had seen the film, then we had publicity
24 material in the form of just two leaflets, pamphlets,
prepared for the teachers to hand out and continue the
discussion.

25 That is the kind of thing, I think,
26 that is necessary to breed interest.

27 THE CHAIRMAN: Any further questions?

28 Thank you, Mr. Stevens and Mr. Nicholls
29 for preparing and presenting this brief to us this
30 afternoon. I also want to thank the rest of your group
for coming. I am sure it was of interest to all members



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of the Committee.

MR. STEVENS: Thank you. I would like
to say on behalf of our group we appreciate the opportu-
nity of appearing before the Committee and submitting our
brief.

--- Hearing adjourned.



(Continued)

to the extent of the amount of the grant, the grantor shall be deemed to have made a gift of the amount of the grant to the donee.

The grantor shall be deemed to have made a gift of the amount of the grant to the donee.

IN WITNESS WHEREOF, the grantor has hereunto set his hand and seal of office, this _____ day of _____, 19____.

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SELECT COMMITTEE ON MANPOWER TRAINING

REPRODUCED
UNDER THE
ACT

VOLUME
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1971
JANUARY 4, 1962

J. R. Shindler, M.P.
Chairman



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SELECT COMMITTEE ON MANPOWER TRAINING

Hearings held before the Select
Committee on Manpower Training, at the
Parliament Buildings, Toronto, Ontario,
commencing at 10.00 a.m., on October
4th, 1962.

PRESENT:

MR. J. R. SIMONETT	CHAIRMAN
MR. J. H. WHITE	MEMBER
MR. J. CHAPPLE	MEMBER
MR. R. BRUNELLE	MEMBER
MR. J. BOYER	MEMBER
MR. A. E. THOMPSON	MEMBER
MR. R. J. HARRIS	MEMBER
MR. R. GISBORN	MEMBER
MR. E. P. MORNINGSTAR	MEMBER
MR. A. CARRUTHERS	MEMBER
MR. J. MORIN	MEMBER
MR. T. EBERLEE	SECRETARY
DR. J. CRISPO	DIRECTOR OF RESEARCH
PROF. LOGAN	



--- Upon resuming at 10.00 a.m.

THE CHAIRMAN: Gentlemen, we have a group here this morning from the Plumbing and Pipefitting Industry and Mr. Connolly, their general organizer, is going to present their brief.

I would ask Mr. Connolly if he would, please, to introduce his group and then we will continue with the brief.

SUBMISSION

OF

THE ONTARIO PROVINCIAL ASSOCIATION

OF THE

UNITED ASSOCIATION OF JOURNEYMEN AND APPRENTICES
OF THE PLUMBING AND PIPEFITTING INDUSTRY OF THE

UNITED STATES AND CANADA

APPEARANCES:

Mr. H. Fisher, President

Mr. J. Connolly, General organizer

Mr. J. J. Whitehead, Vice-president

Mr. K. Hulse, Secretary-treasurer

MR. CONNOLLY: Mr. Chairman, gentlemen, I want to assure you that it is a pleasure for us to have this opportunity. We are very interested in the particular items that we are going to present to you this morning, and they are quite brief.

However, before I start I would like to



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4 introduce you to the members of the Ontario Provincial
5 Association and these members that we have with us today
6 are full time representatives, as far as the United
7 Association is concerned, representing twenty-six local
8 unions in the Province of Ontario.

9 Ontario, as you know, is a highly
10 industrialized province and, therefore, I will start
11 with the president of our organization, Mr. Fisher,
12 from St. Catharines, Local 666. Mr. Ken Hulse, from
13 Kingston, Ontario, Local 222. Mr. J. Whitehead, Local 46,
14 Toronto. R. J. Watson, Toronto. J. Thew, Barrie.
15 L. Henwood, Hamilton. J. Connor, Oshawa. W. White,
16 Kitchener. L. Sobara, Guelph. K. Martin, London.
17 F. Bland, Toronto. A. McCarthy, St. Catharines.
18 C. Hewitt, Hamilton. W. Rebb, Sarnia. R. Rysce, Brant-
ford.

19 These, as I said before, gentlemen,
20 are the members of our organization. On the first page
21 of our brief, of course, are the captions of our
22 particular brief. We will turn to page 1.

23 It is a privilege to place before you
24 the proposals of The Ontario Provincial Association on
behalf of the 10,000 members of our organization.

25 Many delegates representing all Ontario
26 United Association Local Unions in the Plumbing and Pipe-
27 fitting Industry have contributed their thinking to the
28 proposals contained herein. For the purpose of training
29 manpower as skilled journeymen craftsmen in the interest
30 of the people of the Province of Ontario, and throughout
the Dominion of Canada also, Mr. Chairman, we hope your



committee will give our proposals the most serious consideration and find it to the benefit of all to implement them.

PROPOSED CHANGES TO APPRENTICESHIP ACT REGARDING THE PLUMBING AND PIPEFITTING INDUSTRY

1. APPRENTICESHIP ENTRY REQUIREMENTS:

Entry into trade must require a minimum of Grade 12 education. Applicant must be under 21 years of age. Proof of age and school qualifications to be submitted.

ANNUAL APPRENTICESHIP PERIOD

Regulations and Indenture Contract shall stipulate that the Apprentice must be employed at least 50 weeks each year (including time in Trade School) in order that he graduate to succeeding year at trade.

APPRENTICE TO JOURNEYMAN RATIO

One Apprentice to be allowed for each 5 Certified Journeymen in the Plumbing and Pipefitting Trades, based on the average number of Journeymen in the employ of the employer, assessed by the Local Apprenticeship Committee over the previous 2 year Journeymen Employment Record of the employer. In the event of layoffs, the 1 to 5 ratio must be maintained.

EMPLOYMENT REQUIREMENTS

When an Apprentice is laid-off, released



or terminated, the same employer will not be permitted to employ any other apprentice or start a novice apprentice until such time as the laid-off, released or terminated apprentice has been re-employed. No new apprentices are to start as long as there are unemployed apprentices in the area, regardless of the apprentice's year at the trade.

EDUCATIONAL CLASSES

32 weeks full time Educational Day Classes, set up and approved under the sponsorship of the Ontario Apprenticeship Act, to be completed during the first four years of apprenticeship. Fall and Spring Sessions for Basic and Advanced Courses, two of each to be served of 8 weeks duration. All night classes in related subjects to be attended by apprentice during his full 5 year apprenticeship.

EXAMINATION:

Prior to the end of the 5th year, the apprentice must pass an examination, in order to be granted a certificate or diploma of a qualified journeyman.

CURRICULUM

The following to be considered as additional, to present in-school training and to be included in night school classes:

- A. Electric and acetylene welding
(including heliarc, argon aluminum, down



hand, plastic) and stress relieving of welding.

B. Gas fitting and associated appliances and controls.

C. Oil burners and associated appliances and controls.

D. Refrigeration and air conditioning and associated appliances and controls.

E. Pipe fabrication and pipe bending and sprinkler fitting.

F. Silver brazing and lead burning.

G. Special piping, glass, plastic and acid resisting.

H. Rigging signalling and knot tying.

I. Instrumentation, installation and calibration and associated appliances and controls.

2. ALL ASPECTS OF THE APPRENTICESHIP SYSTEM AS PRESENTLY ESTABLISHED IN ONTARIO AND MORE PARTICULARLY AS IT PERTAINS TO THE TRAINING OF PERSONS IN TRADES OR CRAFTS RELATING TO THE CONSTRUCTION INDUSTRY AND IN INDUSTRIAL UNDERTAKINGS.

The Apprenticeship Act of the Province of Ontario in existence for some 34 years is in need of changes in order that it suit the present day requirements. The use of the Act in tying permanent type industries, such as manufacturing plants, garages and hairdressing establishments, together, under the same administrators,



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4 inspectors and regulations, as the Construction Industry,
5 is defeating its purpose. As you no doubt are aware,
6 even our labour laws are being separated in consideration
7 of the vast differences between Industrial and Con-
8 struction type Industries: It is our considered opinion,
9 the Apprenticeship Act should be separated similarly
10 from Administrators right through to Area Inspectors,
11 and the regulations so applied as to better serve the
12 needs of each type industry.

13 We are also of the opinion that the
14 registration of Apprentices in the Construction Industry
15 should be made, authorized, policed and inspected, under
16 the auspices of an Area Trade Committee.

17 It is very definite, in our minds, that
18 the regulations of the Act now become more foreceful,
19 with stronger penalties for infringements of any phase
20 of the regulations.

21 We also wish to point out that in areas
22 where Trade Schools now exist, or will in future, there
23 is a great advantage to the Resident Apprentice over
24 those Apprentices having to travel 50, 100 or 200 miles.
25 We strongly urge a much different schedule be used in
26 the payment of subsistence allowance for those Apprentices
27 attending Trade School away from their home. We
28 recommend a differential of 50% for non-resident
29 apprentices above those resident in the Trade School area.

30 The combined duties of Area Apprentice
Supervisors, not only include administering to all of the
Construction Trades, but also those of the garage trades,
hairdressing and other industrial plants, as well as,



occasional Department of Labour assignments. When these are combined with extensive travelling, mounds of paper work without any secretarial or office assistance, it is obvious that Supervisors are stretched far beyond their efficiency. We are not saying they are not efficient. It is just a matter of, say, giving a horse too much of a load to carry.

Many debates have been held amongst our affiliates on the weakness of enforcement of the regulations. We believe, in order for the Act to do the job it is capable of, a great deal more authority should be vested in Area Trade Committees and Supervisors. We feel the penalties should be increased and applied much more efficiently for any deviation from the regulations.

3. THE TRAINING OF WORKERS AND MORE PARTICULARLY RE- TRAINING AND UPGRADING OF SKILLS

Our Association definitely favours continued training, retraining and upgrading of skills as an integral part of Apprentice and Manpower Training. The Constitution of the United Association, under Section 129, calls upon all our Local Unions to "appoint a committee which shall adopt and set up an advanced Journeyman Training Programme that will enable journeymen members to acquire a full and complete knowledge of the advancement and new techniques and skills in the craft covered by the jurisdiction of the Local Union".

Section 130, of our Constitution, makes specific reference to the adoption of an Apprentice



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4 System and related Apprentice Training, that affords
5 apprentices a full and complete knowledge of the particu-
6 lar craft or trade being followed.

7 We wish to make particular point of the
8 fact that our Organization does not favour any dual
9 training programme, separated or apart, from the
10 Apprentice Act presently being applied. We do not
11 believe in attempting to train, retrain, or upgrade
12 people as Journeymen Craftsmen in our Industry, in crash
13 or short-term programmes, over a few weeks or months.
14 Ours is a trade that requires a full five years combin-
15 ation of on-the-job training, under direct supervision
16 of Associated Journeymen, together with in-school training
17 and related night school courses. To attempt to create
18 craftsmen out of any segment of the population of
19 Ontario would only destroy what we are presently trying
20 to improve upon, and strike a devastating blow upon all
21 Apprenticeship. Our previous words regarding the setting
22 up of Area Trades Committee for the Plumbing and Pipe-
23 fitting Industry come from the many phases involved with
24 plumbing, pipefitting, steamfitting, refrigeration and
25 air conditioning, sprinkler fitting, gas fitting,
instrumentation, oil burning and welding, pertaining
to these phases.

26 When part time training is given to new
27 men (we mean to men on the street) it creates a serious
28 problem and defeats all of the things that the trade
29 unions have been trained to eliminate. Moonlighting by
30 people with part knowledge of our trade is a detriment
and a hazard to public health and safety. It also



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5 creates a problem for employers who have to maintain a
6 business, pay taxes and accept all the responsibilities
7 of service to their employees, and creates very unfair
8 competition for both employers and employees, which is
impossible to live with.

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10 4. THE ROLES OF GOVERNMENT, INDUSTRY AND LABOUR IN THIS
11 FIELD

12 The opinions of our people on this
13 subject are again reflected in the words of our United
14 Association Constitution, and in the great strides
15 being taken in the field of Labour Management Joint
16 Training Programme, under the United Association Sponsor-
17 ship. For over 10 years, a vast programme, available to
18 all United Association members has been going on for the
19 training of Apprentices and Journeymen. Encouragement
20 is stressed to participate in Local Union, Provincial,
21 State and National Contests, while at the same time,
22 Instructor Training Programmes are appearing. Both these
23 programmes have been growing by leaps and bounds, and
Employers and our Association contribute large sums of
money to its success.

24 We think it is imperative that
25 Government joins with Industry and Labour in cooperation
26 to assess and improve upon what is being done.

27 It is our firm belief that the needs for
28 qualified skilled craftsmen, can continue to be fulfilled
29 in a thorough manner, through regular study by represen-
30 tatives of Government, Industry and Labour at annual or
semi-annual meetings. You may be assured, gentlemen,



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4 the United Association is ready and anxious to play its
5 part in any endeavour of this kind.

6 Mr. Chairman, before I get into the
7 conclusions of this particular area, there are so many
8 things that we could bring to your attention. I am sure
9 your Select Committee has heard about the programme
10 "Canada at Work" where we have in this particular country
11 of ours spent possibly 450 million dollars in setting
12 up vocational schools for the training of our people.
13 There are 422 projects in Canada which are actually now
14 under construction.

15 It is our responsibility to see that we
16 are not building these schools just to take people off
17 the street, but to make them mechanics. I am sure most
18 of you gentlemen know that in the educational field all
19 of our children who go to school are not university
20 material, but they are not so dumb, either. A number of
21 our boys and girls who go to school possibly get up to
22 the twelfth or thirteenth grade and then they do not feel
23 they want to become a professional person. If we train
24 them, we can find that with a number of those people as
25 apprentices we can still do a good job.

26 I have here another brief that was given
27 to me yesterday at Washington that pertains to the
28 electrical workers at their convention. They have gone
29 along with some of the same background which I have said
30 to you. I am sure you have read in the newspapers where
the electrical workers and plumbers and steamfitters have
not been lax in training their people to fill the needs
of our industry. If we were lax, then we would not have



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4 the employment situation we have today.

5 We know that in our particular City of
6 Toronto here that we do have a considerable amount of
7 men that are available for employment. I understand the
8 Ontario Provincial Council didnot make a long brief
9 for you. However, I am sure that you are all intelligent
10 good business people and you do not want to build
11 something that is going to be a disadvantage.

12 I would just like to read part of their
13 particular area.

14 " The training of employed workers
15 is basically an industry role, with
16 joint management and union participation,
17 and training for an employment must be
18 keyed to the requirements of the industry.
19 The need for the establishment and
20 utilization of joint management and
21 labour operating committees on Dominion,
22 provincial, and local levels, is
23 essential to industrial training
24 programmes. Government has its role
25 from the points of national needs,
26 standards, and services. Tripartite
27 co-operation, with flexibility, is
28 necessary to achievement in industrial
29 training and national manpower improve-
30 ment."

31 Now, I could go on for quite some
32 length, Mr. Chairman, but however, I want to say that the
33 men that you see here in the room who are our



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5 representatives, represent possibly anywhere from ten
6 to fifteen to twenty thousand people because we have in
7 this industrial area of Ontario so many people and when
8 we need trained people, we have not only gone to the
9 United Kingdom, and other countries of the world, but
10 we have gone to the Dominion of Canada, or Canada as we
11 know it now.

12 We have men that are trained in this
13 phase of working that we can get on possibly on one, two,
14 or three days' notice. We know that when our employers
15 have work to do, they need men when the work is available.
16 They know where to call for these particular men. As
17 we know today the telephone is as close as your next
18 door neighbour. They get on the telephone and bring
19 men from all over the country.

18
19 5. CONCLUSIONS

20 It is a great pleasure to have the
21 opportunity to place our opinions and proposals before
22 you. We are ever aware of the growing needs to combat
23 the inroads of advanced technology on the use of manpower.
24 We know supplies of Journeymen in our Industry are more
25 often greater than the work opportunities for them. We
26 are alarmed at, and opposed to, the thoughts of creating
27 more Journeymen than can be absorbed by the available
28 work. Our United Association Training endeavours are
29 aimed at qualification in the skills of new materials,
30 innovations and more technical installations that are
loitering in accepting and starting Apprentices into



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4 our midst. The methods of construction today are faster,
5 more efficient and ever increasing in this respect. The
6 history of unemployment in our Trades has not slowed up
7 our absorption of an increasing percentage of Apprentices.
8 Upgrading or training in trades overloaded to the point
9 of lengthy periods of unemployment solves nothing.
10 Practising more fluid movement of required Tradesmen,
11 throughout the Province and the whole of our country,
12 is a possible consideration. The needs of Tradesmen,
13 in the Construction Industry, to reach distant jobs
14 without the handicap of providing a second accommodation,
15 together with being transported to obtain temporary
16 employment, is worthy of consideration.

17 The United Association points with
18 pride to its efforts to combat unemployment, and the
19 diminishing need of craftsmen, due to technological
20 advances. It is ever striving to make its Joint Train-
21 ing Programme for Journeymen and Apprentices more avail-
22 able.

23 We stand ready to cooperate with
24 Industry and Government to the very fullest.

25 I have been a citizen of this particular
26 City of Toronto for fifty-five years. I am proud of
27 Toronto. I have travelled all over the world and
28 always say I am happy to come back to paradise. Even
29 thought maybe Kingston, Hamilton, some of your home
30 towns are very nice, and are able to give good local
representation as they do in Toronto, Hog Town Toronto.

As I say, in bringing this to you, this
is a great pleasure to have the opportunity to do so.



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4 There are twenty-six local unions in Ontario and if there
5 are any questions, I am sure we will do our best to
6 answer them.

7 THE CHAIRMAN: There will be many, sir.

8 MR. CONNOLLY: I have a very competent
9 group of debaters with me, and if I cannot answer a
10 question, I am sure that they will be able to give us
11 their help.

12 Thank you very much, gentlemen, once
13 again.

14 THE CHAIRMAN: There will be questions,
15 but just this last sentence here:

16 "We stand ready to co-operate with
17 Industry and Government to the very
18 fullest."

19 Now, who, in your opinion, should control the Apprenticeship
20 Act? By seeing your brief, you people think you
21 can look after your own particular apprentices.

22 MR. CONNOLLY: Your question again?

23 THE CHAIRMAN: Do you feel that the
24 union should be the people that say, we have you for
25 an apprentice, somebody else for an apprentice, or how
26 should it be left? Should it be left with industry or
27 should it be a board of three?

28 MR. CONNOLLY: It should be tripartite
29 as I have suggested. There are three parties to an
30 agreement: There is the employer, there is Government
and there is the guardian father or mother. Now, in the
establishment of this particular apprentice situation
for the Province of Ontario, I do not believe that we



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4 should disregard some of our smaller centres. We know
5 we have not been able to build schools in these smaller
6 centres.

7 We think our organization should be
8 a party to any apprenticeship system, along with the
9 employer and Government and it must be said that I think
10 Government and employers, at times, are not too conver-
11 sant with our particular industry.

12 We, in the last ten, fifteen or twenty
13 years have become more educated in our particular
14 industry. We have found the fathers turning the business
15 over to the sons, which is the natural thing to do, but
16 we also find with the man that has possibly become an
17 engineer, and gone into business does not have the same
18 feeling towards an apprentice that a journeyman has.

18 THE CHAIRMAN: What per cent of the
19 plumbers in Ontario would be members of your union?

20 MR. CONNOLLY: I would say approximately
21 seventy-five per cent.

22 THE CHAIRMAN: The only places which
23 would not be unionized are small centres with perhaps
24 two or three people working there?

25 MR. CONNOLLY: What has happened in an
26 industry such as ours is that we find --- when I said
27 seventy-five per cent, it could be higher --- because
28 we find a lot of our people who become older as they go
29 through the years, want to take it easier and they will
30 go into a smaller town and start a business for them-
selves.

That is a natural thing to do. It is



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4 pretty hard to define what is small because when I say
5 that we have thirty-five local unions in Ontario, we
6 have Guelph, Galt, Sudbury and Oshawa, and they would
7 be insulted if we called them small. Some of these
8 places are small but mighty.

9 THE CHAIRMAN: I am not thinking of
10 towns that size that you named.

11 MR. CONNOLLY: Let me say this to you:
12 In regard to territorial jurisdiction of these local
13 unions, we have men in the smaller centres that are
14 members in Barrie; have members from Midland right down
15 to Orillia, and all the centres coming down through,
16 so in our territorial jurisdiction there may be a few
17 gray areas but it is pretty well organized on that
18 basis. We do not generally start local unions where
19 there are less than twenty journeymen.

20 All of these members here from local
21 unions, as I have said to you, represent anywhere from
22 twenty to three thousand five hundred members. That is
23 the way we range, to ten thousand. Toronto possibly
24 three thousand five hundred; Hamilton with close to a
25 thousand, and I would say that Hamilton may within the
26 next four or five months possibly have twelve hundred
27 members. They have refineries being built in their area.

28 Sarnia is another area where there is
29 tremendous amount of work all through their membership.

30 MR. BRUNELLE: How many apprentices do
you have at the present time?

MR. CONNOLLY: I do not have the exact
figure.



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5 MR. WHITEHEAD: The last check I made,
6 Mr. Chairman, of the registration in Ontario through the
7 Department of Labour, the U.A. controlled ninety per cent
8 of these apprentices.

9 In other words, the outside companies
10 were interested to a point of about ten per cent, I would
11 say, in general, with the registration of apprentices.

12 I sit on the local committee here on
13 behalf of our organization, along with people from the
14 Department and we find that electrical, plumbing, heating,
15 sheet metal and refrigeration are very active.

16 MR. CONNOLLY: That is not answering
17 the question. The gentleman wanted to know how many
18 apprentices there are in the Province of Ontario.

19 MR. WHITEHEAD: Close to a thousand
20 and five hundred of those are registered through our
21 Toronto local union.

22 DOCTOR CRISPO: There is more than one
23 in five?

24 MR. CONNOLLY: Yes, I can say this, I
25 have to say it with my tongue in my cheek because of the
26 fact we have regulations established for a number of
27 years but we have allowed in several communities one to
28 three because we have felt, in some communities, they
29 have not built up fast enough. They needed one to three.
30 However, the regulation has one to five.

Fifty years ago our Constitution called
for one to five and the ratio was set up, but on the
death of your membership, and as they went along with the
industrial undertaking, we have to be more conscious of

...we have to be more conscious of

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MR. DONNELL: Yes, I can say this, I

in fact

MR. DONNELL: There is more than one

former local union.

and five hundred of those are registered through our

MR. WILF HAY: Close to a thousand

appears as there was in the Province of Ontario.

the question, the gentleman wanted to know how many

MR. DONNELL: That is not something

street metal and cutlery are very a little

management and we find that electrical, plumbing, heating,
benefit of our organization, they work people live the

I sit on the local committee here on

say, in general, with the registration of organizations.

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of these organizations.

Department of Labour, the C.A. controlled ninety per cent
Mr. Chairman, of the registration in Ontario between the

MR. WILF HAY: The last check I made



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5 the fact that when we need more people, we have to train
6 them. If they are under our guidance strictly, we can
7 take care of them.

8 DOCTOR CRISPO: Do you think indenturing
9 your apprentices with a local joint committee, rather
10 than individual employers, would help this situation?

11 MR. CONNOLLY: Yes. They have this in
12 Windsor. I have advocated that on several occasions.

13 DOCTOR CRISPO: On page 2 under Annual
14 Apprenticeship Period, the implication is here if a man
15 is laid-off for more than, say, a week during a year,
16 he is disqualified of any credit for the rest of the year.

17 I wonder if that could not be avoided
18 by moving these people between employers. That way they
19 would not stand the risk of losing their year's work
20 as a result of a lay-off.

21 MR. CONNOLLY: That is one of the things
22 that we have brought before the Apprenticeship Department.
23 However, it must be understood that when these boys are
24 indentured to one particular employer, they are a little
25 bit proud of their particular employer-employee relation-
26 ship. They do not lay them off because they want to.

27 However, by having the system such as
28 you suggest, and as we have in Windsor, they could be
29 transferred from one employer to another.

30 DOCTOR CRISPO: And avoid that possibility.

MR. CONNOLLY: And avoid that. I might
say, our local union right throughout Ontario when an
apprentice is out of work he can apply to the Department
of Apprenticeship to have his apprenticeship indenture



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5 changed, if necessary.

6 Full employment for our apprentices
7 is necessary. I know we had one to one ratio of
8 apprentices in the depression. This is when it took most
9 of our boys seven years instead of five, because of the
10 unemployment all the way through. That is why we say
11 we should have fifty weeks in a year because we already
12 have two weeks for vacation.

13 DOCTOR CRISPO: Do many apprentices
14 lose a year because they are laid-off?

15 MR. CONNOLLY: No, we have been fortun-
16 ate in finding the opportunity sometimes to place them
17 elsewhere.

18 We are much concerned about our
19 apprentices because we know they are going to be our
20 journeymen.

21 DOCTOR CRISPO: Let us assume it takes
22 a year and a half. Because it took him a year and a
23 half to get it, he would not get his year's credit.

24 MR. GISBORN: They are already making
25 allowances for him.

26 MR. CONNOLLY: Fifty weeks emanates
27 from the Act as it was written. The contract stipulates
28 forty-four weeks. That is in the first twenty years it
29 was in effect. In recent years, they reduced it to
30 thirty-two weeks. That is on each copy. That is signed
and kept by the boy and one other by the employer.

MR. WHITEHEAD: They were running on
this thirty-two weeks, and we found they would let
Johnny Smith out and we even know, visually know that



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4 in the contract that little thin line was in there.
5 They would let Johnny Smith go and hire Johnny Brown
6 the next day and it was a fact that the company required
7 an apprentice but they just did not need Johnny Smith.
8 His wage was a little higher.

9 DOCTOR CRISPO: Just using apprentices
10 as cheap labour?

11 MR. WHITEHEAD: In essence, they were.
12 Mr. Connolly and I are one of the first originals. We
13 were in the trade before the Act came in. It was in
14 1928 and the companies kept us for five years, throughout
the twelve months.

15 As you know, in those days construction
16 was considered a nine month trade. Everybody went home
17 in October, November, and came back again in March.

18 With the different construction, the
19 sheltered building construction it goes on for twelve
20 months and it needs those five years to become competi-
21 tive with another fellow. When it comes to the require-
22 ments of the contractors, for the money they are paying,
he has got to know what he is doing.

23 I happened to be on the Provincial
24 Examination and why we are asking for some of these
25 things is I have done 198 papers and ten per cent have
26 passed. That is a five year completion, journeymen
27 apprentices who are now at the ~~young~~ journeyman level,
28 ~~schooling-wise~~ and on-the-job training that is required
29 by the Act today. The companies are not being straight
30 and in good faith treating the boys in the way they
should. These boys you mentioned are not getting



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4 steady employment.

5 We had ninety-eight on our books last
6 February and some of those boys have given their early
7 years of their lives in the trade and this is dis-
8 couraging, and he winds up in a warehouse or driving
9 a truck, and the family has gone through quite a lot
10 to keep him in school, plus three years in the trade
11 which has been disregarded. I do not want to point the
12 blame to any Government, gentlemen.

13 DOCTOR CRISPO: It has been proposed
14 by one group they give consideration to a compulsory
15 ratio of apprentice, so that an employer must have his
16 ratio as determined by the local committee. What would
17 you say on that?

18 MR. CONNOLLY: To my way of thinking
19 compulsion is very, very severe. I do not believe in
20 compulsion. We fought two world wars because of force
21 of compulsion. You must want to become that, and you
22 would be surprised if you were in my position going
23 around to the various local unions and seeing the boys
24 now who are coming out of school and have not a good
25 idea of where they want to go.

26 They are not all university material.
27 After twelfth grade, they are well versed in arithmetic,
28 they are well versed, I would say, in reading, but when
29 you go to some of these universities or these high
30 schools --- I have got a boy seventeen, so I know and
I am a member of the Lawrence Park Collegiate School
Club for a purpose, to get good boys.

I was in Windsor just recently. Their



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4 boys that were seventeen years of age, all in twelfth
5 grade, all wanted to be plumbers. Those are the kind
6 of people we want in the industry.

7 MR. THOMPSON: The question being asked
8 is not putting more compulsion on the apprentices but
9 putting compulsion on the employer. The employer has
10 a certain number of journeymen. Are they to take
11 apprentices?

12 MR. CONNOLLY: We do not believe that
13 anyone should stand over and watch another man work and
14 have to be paid for it because, mind you, most of you
15 people, including myself, do not like to have to pay
16 wages. We would only pay wages where we have proper
17 training, where an employer has proper room for
18 apprentices. We do not think apprentices should be
19 errand boys and things like that.

20 MR. THOMPSON: I am suggesting that if
21 there is an employer who is interested in apprenticeship
22 training, and he takes a number of apprentices, he is
23 doing a good job, and he would be constantly examining
24 this thing. He is looking after the training of these
25 boys. Another employer may not take an apprentice, so
26 the question is: What would you think of compulsion
27 on the part of industry that they had to take so many
28 apprentices?

29 MR. CONNOLLY: I think we can obtain
30 that without compulsion. We have set up in our particu-
lar organization an apprentice programme, in the United
Association, and just last year our organization spent
\$2,500,000.00 or better on apprentice training both



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4 in Canada and the United States. We have got about
5 \$79,000.00 to give our school. When a person becomes
6 a member of our organization, he is obliged to go to
7 these schools. It is regrettable we did not bring more
8 material in regards to this. All of our local unions
9 have that apprentice co-operation with the employers.
10 You cannot compel one without the other.

11 MR. THOMPSON: In other words, you feel
12 there are enough opportunities for apprentice training
13 in industry? The employers are co-operating?

14 MR. CONNOLLY: Yes, and we are going
15 along with it. Another phase of the apprenticeship
16 system is the establishment of a rate of wages. That was
17 established in 1928 at thirty per cent for the first
18 year.

19 Now, thirty per cent in some of our
20 areas would be possibly seventy cents an hour. You just
21 cannot get boys to go because they can go anywhere and
22 get a dollar an hour even though they do not sometimes
23 realize that they are like going to university when they
24 learn their trade as an apprentice.

25 THE CHAIRMAN: Do you have a problem
26 of employers hiring people who are not full journeymen
27 on particular jobs instead of training apprentices?
28 Are you having that ~~problem~~?

29 MR. CONNOLLY: Yes, we have the problem
30 I think that every industry has of friendship. You know,
they all have friends and while they may not come and
work for free, they have brothers, sons, sons-in-law
and so forth, they will come to work much cheaper than



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4 your qualified journeyman would.

5 However, people have grown up in recent
6 years and these are some things you always look out for.
7 We have found, and I am sure that you must have read in
8 the newspapers because of immigrants here, being a lot
9 of good mechanics, not all in the union, we try to have
10 them all in the union, because they could not work at
11 certain jobs, went into the house building, apartment
12 building field. We are trying to organize them. We
13 are probably not as militant as some organizations but
14 we will get there and we will have those people in here.

15 THE CHAIRMAN: What would you think
16 about compulsory certification? When a boy finished
17 his apprenticeship he gets a certificate saying he is
18 a full-fledged journeyman, from the Department of Labour
19 or some department of government?

20 MR. CONNOLLY: We have attempted to
21 obtain that legislation. I might say in 1942, '43,
22 when certification came out in its first terms, the
23 C.C.F. Government went in control at that time and even
24 though we did all the engineering to try to have our
25 people certified, the mechanics obtained it through the
26 machinists' organization. They had more people in
27 Government than we had so we were defeated.

28 We believe in compulsory certification
29 for our people. I would like to see certification
30 granted to the people who are qualified to obtain those
certificates.

 THE CHAIRMAN: There would have to be
some compulsion on your contractor when he started a



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4 job. He would have to hire -----

5 MR. CONNOLLY: Certified journeymen
6 and so many apprentices. We have that in the plumbing
7 industry. These are licences so the word certification
8 is a similar thing. We are in complete agreement with
9 it. We think our journeymen should be certified.

10 THE CHAIRMAN: Then you would agree
11 that it would help apprentices in this field and it
12 would be a protection to the general public if you had
13 certification?

14 MR. CONNOLLY: Yes. Also, we must
15 understand one time the plumbers used to protect the
16 health of the nation. However, it took a long time for
17 us to see that because of the Roman Empire, and so forth;
18 when we go back into history, but today with the changes
19 in our particular home from wood, we will say, to coal
20 and oil and now to gas, you must have good journeymen.
21 These men should be qualified people and our health
22 and safety should be guarded by these certificates.

23 MR. MORNINGSTAR: I was interested
24 in your mention about the organization contributing
25 over \$200,000.00 for apprentices, to help apprentices.

26 THE CHAIRMAN: That is in North America.

27 MR. CONNOLLY: I just happened to come
28 from Washington just yesterday and we have, as I say,
29 \$200,000.00. Two boys out of every province go there
30 every year. It is a dollar for training which they
contribute to our local union and we have our national
contractors who can contribute two and a half cents per
hour for apprentice training. That is where the money



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4 comes from. Mr. Robb, would you like to say something?

5 MR. ROBB: Sarnia. I would like to
6 say here, I am from Sarnia and last year we checked with
7 the Board of Education in Sarnia. We started up a
8 journeyman training programme for the plumbers, steam-
9 fitters, welders. We just got our audited report back
10 the other day. The United Association supplied something
11 like \$8,000.00 on welding, plumbing equipment to the
12 school in order to carry this programme through, and
13 this year the United Association again is going to give
14 us a grant so we can continue this, and at the present
15 time, I believe, we have sixty journeymen and apprentices
16 attending these classes at night school, besides the
training they are getting through the Government.

17 The apprentices are there through the
18 Government. We are very much aware of the need of
19 upgrading our people, and we are co-operating in the
20 City of Sarnia with the School Board and it is working
21 out very well. I would like you to know that we in
22 Ontario here are spending quite a bit of money, with
23 the co-operation of the school board in the different
districts to get these programmes underway.

24 THE CHAIRMAN: In this Sarnia training
25 programme, are the apprentices under the age of twenty-
26 one?

27 MR. ROBB: The apprentices that are
28 going to the school, they are indentured through the
29 Government, under the stipulation of their Act, they
are under twenty-one years of age.

30 Also, they are going to school down



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4 here in Toronto and I believe it is an eight or ten
5 weeks clinic. Also, it is compulsory in our area for
6 them to go to our night classes. The apprentices are
7 all under twenty-one years of age.

8 THE CHAIRMAN: I wondered if you were
9 upgrading any older people who were in the trade?

10 MR. ROBB: Yes. We have, I believe,
11 there are sixty people there, and I think there are
12 seventeen apprentices, and the rest of them are journey-
13 men to whom we are teaching the more advanced classes.

14 MR. GISBORN: Did I understand you to
15 say that you attempted to get this two different times
16 when the C.C.F. was in control?

17 MR. CONNOLLY: No. That was when it was
18 originally established, the certification for trades,
19 and they were successful in getting it through year after
20 year after year. We have made presentation to the
21 Department of Labour requesting certification for our
22 people and we have been unable to get it. We started
23 to work on that in 1942, tried to get it in 1952, and
24 there is an attempt now to have a provincial certificate
25 granted to our people.

26 You have certificates for our steam-
27 fitters and welders, if they so desire, and it has to be
28 understood that when, we will say, compulsory certifica-
29 tion comes into effect, the British North American Act
30 gives a period of time for everyone to apply. Then after
that they have an examination, so we will have quite a
flood, however, we are prepared and would certainly
appreciate anything that your Committee here can do to



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4 further our ends.

5 MR. GISBORN: I would like to get
6 clarification on this one point which I think is
7 important. The brief states one apprentice to be allowed
8 for each certified journeyman. What is the case now?

9 MR. CONNOLLY: The case is that in
10 communities where we find, and we are a little bit fluid
11 on that, as I said before, we do not play the line all
12 the time, we try to live up to it, but we find out, even
13 with our one to five which was established some years
14 ago, we have gone down to one to three in some communities
15 but that is on a joint basis with the employer and the
16 employees because of certain factors that exist in a
community.

17 MR. GISBORN: Do you in your collective
18 agreement with the employer write agreements covering
19 apprentices in any fashion at all?

20 MR. CONNOLLY: Yes. They are governed,
21 as we say, by the Ontario Apprenticeship Act. I was
22 saying their wage rates were negotiated sometimes because
23 we feel they are low. \$30.00, \$40.00, \$50.00, \$60.00,
24 \$70.00 ratio of increase during a five year period.
25 However, we do have to negotiate. In several cases
26 forty per cent has been established for the first year's
pay.

27 MR. GISBORN: Have you had any success
28 in agreement on the ratio with employers?

29 MR. CONNOLLY: Yes. Our employers
pretty well live according to the ratio.

30 MR. WHITEHEAD: We sat on a joint



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4 committee just last Wednesday, the Joint Apprenticeship
5 Committee, and they approved some nineteen apprentices.
6 This year we have approved some \$56.00 for entry into
7 the plumbing and steamfitting; that should suffice for
8 the winter season coming in.

9 You will notice here on page 2 where
10 we mention the apprentice ratio and there is an insertion
11 there based on the average number of journeymen in the
12 employ of the employer assessed by our L.A.C. Committee
13 over the previous two year record of the employer.

14 In other words, let us say that the
15 Jiffy Plumbing Company has a sixty high, that would be
16 in the peak of the construction and then, say, Jiffy's
17 low is a twenty, so you take sixty and twenty over two
18 years, that is the average over two years, and strike
19 the difference. That is, the average is thirty journey-
20 men throughout the operation of two years.

21 He would be entitled to one to five
22 apprentices. That would be thirty men, which is
23 apprentices, and that ratio is maintained at his low and
24 high average for his low and high peak, which would mean
25 that when he did get down to twenty journeymen, we would
26 permit him to keep the five boys.

27 Understand, this would be in their first,
28 second, third years, progressively to five years.

29 The gentleman over here asked a question
30 in regard to compulsion on the employer's side or are
employers willing or do we have shops who do not take
apprentices. In the Toronto area of one hundred and
forty shops we do business with, there is one shop who



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4 I found last year carries nine to twelve journeymen and
5 he says I have no use for apprentices. I said, if all
6 these fellows died what are you going to do? You have
7 got to be progressive and train your men. He said I
8 will get them from the other shops. Our other contractors,
9 the other 139 are very ambitious apprentice people.
10 They like to have one to one but they lay off on the
11 basis of one to five ratio.

12 MR. GISBORN: My concern is what
13 attention do you want the Committee to give your
14 submission on the ratio?

15 MR. WHITEHEAD: As is written here,
16 one to five.

17 MR. GISBORN: You want us to put it
18 into the Apprenticeship Act as an obligation on the
19 employer?

20 MR. CONNOLLY: No. That is already in
21 the Act. It has been put into that. However, every
22 employer does not have five journeymen. He may have
23 three journeyman, and of course, he is allowed one
24 apprentice to one shop, which is the ratio that we are
25 trying to say is good.

26 We have had three and four hundred men
27 on a job. We want to hold that line with employers.
28 They suggest they want a lot of apprentices, but they
29 would only be errand boys to their two or three hundred
30 people.

We want to maintain the ratio that has
been established of one to five. I think we have to look
at it from the smaller employers' point of view as well



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4 as the larger employers who are entitled to one appren-
5 tice.

6 MR. GISBORN: I take it you are not
7 concerned with getting the complement of apprentices to
8 journeymen. Your only concern is they do not have more
9 than their complement?

10 MR. CONNOLLY: Another feature is too
11 that an apprentice, according to the Act, must be under
12 the supervision of a journeyman. This may drop, you
13 know, right down. We do not say that he should have
14 five apprentices where he has not got the proper situation
as to the journeyman.

15 MR. MARTIN, LONDON: London has built
16 one of the strongest apprenticeship areas, and we are
17 talking about compulsory apprentices. What happens to
18 an apprentice in many cases, like in London where we
19 have a joint apprentice committee with employers and
20 union, before any apprentice goes to the shop, you first
21 must go with the boy and prove that the shop is entitled
to an apprentice or is capable of teaching an apprentice.

22 We have cases where a shop will take
23 an apprentice in, and he is maybe a first year boy, low
24 wages, until the time comes when they call the apprentice
25 in and say look, go home, for a few days. We will call
26 you back. He is an apprentice who is not training.
27 They are not helping the apprentice. They contracted
28 to help the boy in that firm and that boy is losing a
lot of time.

29 We feel the apprentice can be helpers
30 and the employer is just using this man for call back;



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4 get a few days' work out of him. On the other hand,
5 we have more work probably than we can handle. The
6 employers may not all be busy.

7 We may have firms who may be finished
8 their work for this year, because of the type of work
9 they are doing, but employers who have an apprentice
10 ratio based on their last two years, say, in the spring
11 their work opens up again, they do have apprentices.
12 We do not feel they should have apprentices on the basis
13 that they just keep calling them back for a week here
14 and there.

15 In many cases, when he is indentured
16 to the Institute, we can transfer him back and forth
17 according to employment. One shop may have sixty men
18 working today. This time next year that shop may only
19 have twenty. In a lot of cases we do not feel an
20 apprentice should teach an apprentice. That is why we
21 ask for the Act to be strengthened.

22 THE CHAIRMAN: Your fifty weeks here
23 I can see in Toronto or London or Kingston, or perhaps
24 any of the points where you have organizations now.

25 When I think of Oetario as a whole,
26 today we need plumbers in the rural areas as well because
27 there is plumbing in the rural areas today. Twenty years
28 ago we did not need plumbers. How are you going to get
29 someone in Sharbot Lake or Kapuskasing or a lot of
30 places I can think of and give an apprentice fifty weeks
steady work? We still need an apprentice for that
plumber.

MR. MARTIN, LONDON: In many cases



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4 where it is a small area, where a plumber may be busy
5 during the vacation season, they may not keep a boy
6 around working. A lot of times a man cannot work alone,
7 no matter how good the employment is.

8 In the small areas if we were compelled
9 to hire apprentices the same as the larger areas, this
10 would eliminate the problem altogether. A lot of these
11 fellows will know a boy and take him off the farm.
12 Somebody in the community knows they are in business.
13 He will just hire the boy off the farm. Then he pushes
14 him out and the next summer he will get someone else.

15 If the apprentice was indentured and
16 every plumbing contractor was obliged to hire people
17 under twenty-one, under the Apprenticeship Act, these
18 conditions would take care of themselves, but there are
19 not enough inspectors on the road.

20 THE CHAIRMAN: If we had certification
21 though, and if this boy was working in plumbing in a
22 rural area, a boy can get more interested than he would
23 on some of the bigger jobs.

24 MR. CONNOLLY: That can be granted.

25 THE CHAIRMAN: He would be diversified
26 in his work. He would be working on all types of work.
27 If he were able to work for his certificate there, and
28 just because there is not fifty weeks work for him in
29 the area, if he can go to school and pass his examination,
30 I do not think we should put that weekly requirement in
there for that boy.

MR. CONNOLLY: At one time we did have
it in the Apprenticeship Act but we have seen, because



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4 of the economic changes from time to time in our
5 particular growth, an employer could not attempt to
6 keep a boy there for that length of time, and if he was
7 given a stipulated time, we believe that, with proper
8 co-ordination between all of us, we could take care of
9 this boy; if they wanted to go anywhere in the country,
they could.

10
11 At the present time the apprentice in
12 Toronto or in London or in Hamilton, they can go any-
13 where in the province where an employer has work. We
14 allow our apprentices to go all over Ontario and that is
15 why we say in these small centres, where they need an
16 apprentice, we do not feel a local shop, if he does not
17 indenture the boy, should be able to take labourers off
the street and farm, and things like that just for a
filling in period.

18 MR. MARTIN, LONDON: With regard to
19 the fifty weeks, I think the main idea here is to force
20 the employer to cease the hiring and taking boys from
21 school each summer to complete his work. This is going
22 to obligate the employer to take an interest in his
23 apprentice and instead of trying to get new apprentices
24 every year, he is going to have an obligation towards
25 the boy he started because once a boy is over twenty-
26 one, he is through with apprenticing and this is going
27 to obligate the employer to try to maintain that boy,
28 rather than to keep sending him home for a day here or
29 a day there. If you send him home two or three days
30 every week during the winter, this employer is only
using him. Finally, the boys themselves give up.



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5 If the employer, instead of doing that, has an obligation
6 towards the apprentice, and if he has a stipulated time
7 he must keep him, there is going to be a greater effort
8 on the part of the employer to keep that boy working
9 rather than using him and hope the boy will finally give
up and next year he can apply for another.

10 THE CHAIRMAN: Would not the certifica-
11 tion clear that up?

12 MR. CONNOLLY: It would be a consider-
13 able help.

14 THE CHAIRMAN: It would protect the boy
15 if there was compulsory certification.

16 MR. CONNOLLY: I would like to say in
17 connection with the outlying centres, when we met the
18 Minister of Labour and Mr. Robarts, certification was
19 mentioned. I do not have my file here, but I sit on the
20 Committee at the Trade School four times a year when
21 graduations at the schools are conducted, at the final
22 graduation and I find out throughout the year, and at the
23 final graduation that the winners of the special awards
24 being awarded are taken by fellows from little places
25 up in the sticks, Smith Falls, and other small centres
26 around the country. They are more studious possibly
27 than the larger centre boys. I think you fellows know
28 what the reasons are why some of the better students
29 come from some of these smaller areas.

30 I want to point out about the fifty
weeks certification, this will really go a long way
towards helping the apprentice. We have talked about it
twice in this room and up in the Minister's quarters.



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4 The thing is, none of you fellows would like to have a
5 boy who has gone to school, say, until he is seventeen
6 years old. He obtains a grade eleven. Then he comes
7 home one night and says this here brain factory is not
8 for me. What are you going to do? I was over to the
9 Trade School and I walked through a certain shop, and
10 I would like that trade. So you get him started at a
11 trade. He works well for three or four years or two
12 or three years. Then he gets married. He comes into
our office.

13 In 1960 we had 616 registered apprentices
14 here in Toronto in our own local. Now, gentlemen, the
15 members of our local are all behind apprentice training,
16 but the thing is with regard to the young lad that comes
17 into our office, say, at nineteen, twenty years old,
18 they have a family. They have responsibilities. We
19 have no control over that. That is the modern age, but
20 his background is dependent upon that particular craft
21 that he left school for; where he thought he was going
22 to have a slot for the rest of life! What does he get
23 smacked with? Go home junior, we will call you. That
24 is not a proper way with apprentices. Now, gentlemen,
I know it was seven years in the old country and the
father paid twenty-five pounds a year.

25 DOCTOR CRISPO: I think some of these
26 issues would become even more prevalent with compulsory
27 certification. I think this fifty weeks thing is good
28 but to give you an example, here is an employer who takes
29 in an apprentice. At the end of forty-four weeks the
30 employer lays him off. Then here is another one who has



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5 kept an apprentice for thirty days at a time. They never
6 have to raise the wages. If you do not stop this, the
7 poor fellow will lose the credit for the year and they
8 cannot practice in the trade if they do pick up some
9 of it, because of the compulsory certification.

10 MR. WHITEHEAD: May I point out that
11 our files down at the Department of Labour are that
12 thick (indicating), down at 8 York Street. We checked
13 on one company. They registered and indentured seventy-
14 five apprentices. Goody-goody for them. A very popular
15 company. Did a lot of large projects all over Ontario.

16 They only completed twenty-five of those
17 boys. In other words, twenty-five of the boys completed
18 their apprenticeship training in the Jiffy Plumbing
19 Company but they registered seventy-five. Where are the
20 other fifty boys? They are all good boys because we
21 checked over their file and they are journeymen today.
22 A number have left the trade for other reasons. We
23 have two of these files with paper that thick (indicating)
24 and you can figure out there is something wrong because
25 normally there are three letters involved. One, the
26 application, the actual form itself, and the file should
27 contain six sheets of paper.

28 DOCTOR CRISPO: How do you stop the
29 employer that does this where they are jeopardizing the
30 career of this boy?

MR. WHITEHEAD: Through our Journeymen
Joint Apprentice Committee and the local apprentice
committee at the Department level.

DOCTOR CRISPO: What can you do about me,



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4 I just keep laying them off after four years?

5 MR. WHITEHEAD: We then turn around and
6 say, Mr. Crispo, you have had the last apprentice you
7 are going to get, period.

8 MR. MARTIN: Under the Act this can
9 be stopped, and we are laying stress on the fact the
10 Act should be enforced. We know everything goes in many
11 cases in my part of town so if we are going to have an
12 Apprenticeship Act instituted by the Government, it is
13 up to the Government to have proper enforcement and
14 policing to make sure these things are not done.

15 In London we have Mr. McHugh looking
16 after the automotive part virtually in the district,
17 and it is quite a bit for him. We complain about things
18 and we get nowhere fast on it. These boys simply go to
19 some lawyer and get an injunction, and we are trying to
20 enforce an Act.

21 We can do this if we have the co-
22 operation of administrators such as Mr. McHugh in London.
23 I do not mean he is not co-operating, but he needs men
24 to help him. If the Act was policed properly, then we
25 could go to these men and they would have the time to
26 take these complaints up. Unfortunately, they are
27 handicapped by lack of staff.

28 DOCTOR CRISPO: We have come full
29 circle. What you are really advocating is something
30 you objected to a little while ago: compulsory ratios.
The only way to prevent this employer from doing this
is to say to him you have got to carry an apprentice.
You cannot drop him and keep picking up new ones.



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5 MR. CONNOLLY: We can compel employers
6 to maintain a certain status quo, and we can also compel
7 that particular apprentice to go to school. That is the
8 main thing. Employers have not too much control over
9 them.

10 We are really in favour of compulsion
11 --- I do not like, and never did like the word such as
12 force and compulsion. However, I know that compulsory
13 certification, if it is the answer to our problem, would
14 have to be more on an educational basis.

15 I am sure that even the Government will
16 give us that right very shortly as to the certification
17 of mechanics and then in turn, our apprentices will
18 take care of themselves. We have not fallen short on
19 requirements and we have proven that.

20 I spoke to the Canadian Construction
21 Association and I showed them where carpenters, sheet
22 metal workers and other trades have not done what we
23 have done in the plumbing industry.

24 MR. MARTIN, LONDON: Can I correct a
25 statement there? I always refer to compulsion. The
26 thing I mean is the employer should be compelled to
27 abide by the Act, and if he is not going to hire an
28 apprentice according to conditions in the Act, that
29 employer should not be allowed to hire an apprentice.

30 I do not say he should be compelled to
take him. I think this is wrong. You can compel him
to take an apprentice but you cannot compel him to train
him.

THE CHAIRMAN: Since the automotive



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4 trade was certified, I do not think I have ever heard
5 a complaint from an operator that there was anything
6 wrong in the automotive trade.

7 MR. WHITEHEAD: They have had two
8 convictions.

9 THE CHAIRMAN: I know. That was because
10 somebody would not comply.

11 MR. GISBORN: This would depend too
12 on the enforcement of the Act in the automotive industry.

13 MR. WHITEHEAD: Mr. McNeil has recently
14 hired more staff. His staff is up to thirty-six roadmen.
15 Now, we are looking for future convictions. I have fed
16 him a lot of material. Whether he has followed it up
17 or not, I do not know, but I feel the Department has
18 fallen down in their --- I do not know anything about
19 their budgets, but recently he took one of our men as
20 a field man, out of our office so this increases his
21 staff.

22 I said to him that is fine. You have
23 made a conviction in the motor vehicle trade, in 1961
24 or 1960. Now, I said, when are you going to wrap a
25 couple of these plumbing contractors around the pole?
26 He said I have got to catch them. I said I will go out
27 with you any time but the thing is, as Mr. Connolly
28 pointed out, if you come right down to it, gentlemen,
29 this Act is thirty-four years old. Sure it needs an
30 overhauling to bring it up to date to present day
requirements. I do not want to use the word compulsory,
but I also point out that with our contractors in the
plumbing, heating field, they are great for putting on



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4 ten boys with one journeyman.

5 I do not say it has got to be compulsory.
6 Just say you have got to do this.

7 MR. GISBORN: If the present Act is
8 enforced, and if the employer takes an apprentice, he
9 must take at least the ratio of one to five and
10 guarantee that apprentice.

11 Could your organization then, look
12 after the preventing of them taking more? Could your
13 organization restrict them to this ratio?

14 MR. CONNOLLY: Yes.. The situation is
15 that our organization is quite prepared to assist the
16 Government in any role we can.

17 We know that there are Acts and there
18 are laws that we must live with. We know they are
19 beginning, but our brief, in general, says that we do
20 not feel the Department is doing a job everywhere
21 efficiently; not because they do not want to do it.
22 It is because they do not have enough people to
23 administer it. That is the whole thing.

24 Our boys in Oshawa and Guelph, Kitchener
25 and so forth, they work on this joint apprenticeship
26 committee, and they have asked for assistance from time
27 to time in the smaller communities but the Department
28 have said, all right, when we get to the assignment.
29 It is then too late. That is what our main effort is
30 with the Act.

Now, we realize there has to be some
changes made. We appreciate any recommendation your
Committee will make so that it will be more efficient,



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4 and if it is necessary to have more help, I think it
5 is important that they get it.

6 Now, our people make a certain amount
7 of money, and they just will not lower their standard
8 of living to accept some of these trades because of the
9 low wages paid.

10 THE CHAIRMAN: I think we agree that
11 there must be some changes in the Act, or otherwise we
12 would not be sitting here today. I think that is only
13 natural.

14 I want to clear this point up: That
15 regardless of the Act they bring in, you are not going
16 to get one hundred per cent protection or policing.
17 There are people right in your trade, and in my trade,
18 that will go out and do this moonlighting. You cannot
19 police everybody no matter what law you bring in.

20 MR. CONNOLLY: I appreciate just what
21 you are thinking of, and these men you see in this
22 room of ours are paid officials, and if they are
23 shirking their duties, then we should know.

24 I am the general organizer. I came up
25 through the ranks as a journeyman. It is these men's
26 responsibility in this organization of ours to protect
27 their livelihood and to protect the livelihood of the
28 members they work for, so I can appreciate your words
29 because those are words I have tried to even say to our
30 own people. I do not always agree with most people.
They know that. However, that is why they are here this
morning. They have prepared this. I did not have too
much to do with it. These fellows are over twenty-one



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4 so it is their responsibility and it is their respon-
5 sibility to bring it to Government. That is why they
6 are here this morning.

7 MR. ROBB, SARNIA: We were talking
8 about this fifty weeks compulsory business for apprentices
9 to graduate from one year to the next. I think we are
10 all aware it does not have to be with one company
11 because down further we are also saying that when there
12 is a lay-off, they still maintain the one to five ratio.

13 What we do in our area and what we
14 want in our area is for a boy to have fifty weeks
15 training each year so that he will get sufficient train-
16 ing, before he graduates, to be a journeyman.

17 The time is accumulative. If he works
18 six months and the company cannot use him, goes to work
19 four months with another company, his time is still
20 going on. All we are interested in is he has completed
21 five years of training before graduating to journeyman
22 status.

23 We were talking about the smaller
24 communities. In our area last year we took in a lot of
25 work during the summer. Some of the smaller areas did
26 not have any work. We took their apprentices in and we
27 used them for three months, whatever they could, and
28 then they went back home to work. The time still went
29 on.

30 I think what we are interested in is
to make sure that they get fifty weeks training in each
year, whether it be with one company or five companies
because I do not think we can tell the employer he has



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4 to keep this apprentice, if he has not got the work.
5 However, we as people in the working force, we will try
6 to keep apprentices working some place in order to get
7 their sufficient time in order to become journeymen.

8 THE CHAIRMAN: The first paragraph on
9 page 2, we seem to have jumped that one. That would
10 look to be a stumbling block to me. I appreciate all
11 the discussion we have had on the previous questions.
12 I think you have left us with a good deal to think about.
13 I appreciate it very much.

14 Now then, to move on here, how adamant
15 are you people about grade twelve? It seems to be that
16 a number of people who do not have grade twelve might
17 be interested in going into your area.

18 MR. CONNOLLY: Just think about
19 education as it has progressed in the last ten years,
20 we will say. Just go back ten years. We know at one
21 time that we were all quitting school at fourteen years
22 of age. Then, of course, education progressed to where
23 they said people should be sixteen years of age before
24 they could quit school.

25 Now, by the time the boy is sixteen
26 years of age, he is in twelve or thirteen, and he has
27 to be pretty clever even at that to do it. We realize
28 that this is a high grade. We had grade eight for quite
29 a number of years. We had grade ten. Now we have grade
30 twelve.

THE CHAIRMAN: I am thinking of an
equivalency of some kind.

MR. CONNOLLY: That could be worked out.



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4 We have set a minimum of grade twelve because of the
5 fact that the boy cannot leave school until he is
6 sixteen years of age. That is supposed to be the law
7 of the land. It is in Ontario, anyway.

8 At one time your plumber or steam-
9 fitter was supposed to be strong in the back and nothing
10 in the head. With technological changes in our industry
11 today, our boys must know mathematics. Must know where
12 they are going. Must use their head. We feel by
13 establishing a minimum grade of twelve it is an incentive
14 for them and that is why we say that twelve is the grade.

15 THE CHAIRMAN: You would want put in
16 an Apprenticeship Act, or the Government would say a
17 boy must have grade twelve?

18 DOCTOR CRISPO: Or equivalent.

19 MR. CONNOLLY: All right, if we want
20 to mince words, or equivalent, and have to write examin-
21 ations.

22 If the boy had gone to grade ten and
23 had two years vocational school training, we take that
24 into consideration too.

25 MR. WHITEHEAD: We give a year's credit
26 on that. They start off on the second year.

27 THE CHAIRMAN: You do give credit?

28 MR. WHITEHEAD: Yes. We started twenty-
29 eight boys this year at welding, steamfitting and
30 plumbing.

MR. CONNOLLY: We did not write a long
brief. It was short and to the point. I am sure the
Committee would give consideration to the addition of



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4 "or equivalent".

5 MR. CARRUTHERS: Or equivalent in
6 certain basic subjects, like mathematics because French
7 would be of very little use to these boys.

8 MR. CONNOLLY: You cannot say that too
9 loudly because we are so close to the Province of Quebec
10 that French is an asset. However, that would not be
11 really a subject.

12 MR. CARRUTHERS: There are other subjects
13 too.

14 DOCTOR CRISPO: There is the possibility
15 that if they went through an evening programme they
16 could take up the necessary grade twelve subjects without
17 getting a full certificate for grade twelve?

18 MR. CONNOLLY: That is true.

19 DOCTOR CRISPO: That is the type of
20 thing we think of when we talk about equivalent. An
21 equivalent in the subjects that count, in other words.

22 MR. CONNOLLY: That is true. This boy
23 can go to night school and get an equivalent. That is
24 one thing done by our progressive government.

25 MR. CARRUTHERS: Or by correspondence
26 course.

27 MR. MORNINGSTAR: You mention here they
28 should assess the student's capabilities.

29 MR. CONNOLLY: Some people can write
30 examinations and some cannot and they should not be held
back, because they may be able to produce a good day's
work. They may be good workmen. That is what we are
interested in.



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4 We had comments to make, and we came
5 to you for guidance.

6 MR. CARRUTHERS: Would you be in a
7 position to provide an examination in those subjects
8 which would be grade twelve equivalent; in the subjects
9 which you wish?

10 MR. CONNOLLY: It is a general principle
11 of writing regulations and so forth, that you have to
12 establish something that is well known.

13 MR. THOMPSON: How many of the
14 apprentices which you have have grade twelve? What is
15 the proportion?

16 MR. CONNOLLY: The last two years the
17 greatest proportion of apprentices would not have had
18 grade twelve education. I am sure you have some idea
19 that they had twelve, when you got to grade twelve;
20 that is, you have eight courses in public school, four
21 courses, we will say, in secondary school, and figure
22 it out; usually a boy goes to school at five or six.
23 He has got to go like the dickens to get through.

24 We have always felt that a boy between
25 the ages of sixteen or fifteen and twenty-one should be
26 the person that is going to school to become a mechanic
27 and that is where the best years of learning are, and
28 that is why we say twenty-one years of age for
29 apprentices.

30 We have had a lot of people come there,
not apprentices, but they have been helpers, handy men,
and they want to start in the apprentice trade. Thirty-
four years old. Some consideration must be given to



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5 them but we say that sixteen to twenty-one years of age
6 are the best years of learning and if we cannot get
7 enough apprentices from the secondary schools between
8 the ages of sixteen and twenty-one, there is something
9 wrong with us too.

10 THE CHAIRMAN: I can think of many boys
11 from the ages of seventeen to twenty-one who could not
12 get themselves settled down to do anything, and then at
13 twenty or twenty-one or twenty-two they finally decided
14 they wanted to learn a trade. Should we put obstacles
15 in their road?

16 MR. CONNOLLY: The obstacle has been
17 there in regard to the grade and this has worked for a
18 period of time in our industry and has been successful
19 in establishing the twenty-one years of age. However,
20 we have been big hearted because after the last world
21 war we had a lot of our boys between the ages of
22 seventeen and twenty-one who came back. They were given
23 opportunities and out of possibly one hundred per cent
24 we only were able to salvage possibly twenty per cent.
25 We knew those boys were overseas and we gave them an
26 opportunity.

27 The employers, governments and labour
28 has said we can take care of men over twenty-one, but
29 the only thing is the Government, because of the
30 immigration have said we should bring all of those people
31 from the other side. I was born in Edinburgh, Scotland.
32 I came here fifty-five years ago. I am proud of it.
33 Some of these people who are being brought here are
34 twenty-five, thirty-five, fifty years old and we are



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4 more prone to give them an opportunity than we are our
5 own people.

6 MR. BOYER: Mr. Chairman, I think of
7 all the witnesses that we have heard, there have been
8 only two that have held that the maximum should be held
9 at twenty-one. Most of the people who have come here
10 have said that it should be raised or abolished.

11 Now, the gentleman over here said
12 earlier that this Act was written thirty-four years ago
13 and should be updated. In these thirty-four years, as
14 you yourself have said, Mr. Connolly, the living age has
15 been raised. People are staying in school longer, in
16 secondary school longer which probably results in them
17 not deciding what they want to do until they are
18 twenty or twenty-one. Can we really deny them the
19 opportunity to begin to learn a trade at that time, or
20 after that time?

21 MR. CONNOLLY: You have said there are
22 only two particular trades. I guess I could name them
23 as well. They are probably the electrical workers and
24 the plumbers and steamfitters?

25 MR. BOYER: I would think it was the
26 electrical workers, but I cannot recall who it was.

27 MR. CONNOLLY: We have always maintained
28 twenty-one years of age should be the limit.

29 However, we have come to you people for
30 guidance. We have given you our particular proposals
and I hope this is not the last meeting we have because
we did not come too well prepared for a lot of these
things, I might say that.



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5 THE CHAIRMAN: Then we should summarize
6 it this way: If there was an Apprentice Committee work-
7 ing in conjunction with whatever Act there is, and the
8 employer felt that a young fellow twenty-two would be a
9 good apprentice, is your committee agreed the age limit
would not mean too much?

10 MR. CONNOLLY: I would still have to
11 say twenty-one years, but I am only one man. I brought
12 these people here and they would just have to use their
13 own good judgment in establishing a common understanding.

14 We must understand that the constitution
15 and the laws are written for guidance and good common
16 sense should prevail and if we feel some time we have
17 to change as we go along, and the world is going at a
18 tremendous speed, we are going to have to sit down and
19 discuss our local problems. All of these men that are
20 in this room, it is their responsibility to do their
21 job. If they have to change things, fine, they will have
22 to change it.

23 However, these things will be changed
24 with a great deal of understanding between everyone and
25 you people in the Government and the employers have got
26 to know what our changes are going to be. We gave you
27 this to find out just where we are going.

28 MR. HEWITT, HAMILTON: I would like to
29 speak in regard to raising the age of apprentices. In
30 Hamilton three years ago we had a situation in the
plumbing and heating trade where we had helpers anywhere
from the age of twenty-three to, say, fifty, and we found
that the apprentice was losing favour in the eyes of



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4 the employer.

5 We went ahead and devised a programme
6 and we absorbed the helper. In other words, we pro-
7 rated him as an apprentice. This man was allowed the
8 same time as we give a third year apprentice, and we
9 find today that we are saddled with men who cannot or
10 will not absorb the training.

11 I personally teach apprentices in
12 Hamilton at night school and you are faced with the
13 problem where you have no young fellows at twenty or
14 twenty-one, but you have this older man who you have
15 absorbed into the trade and the older man cannot absorb
16 the training which you are trying to give out.

17 If there was a young fellow entering
18 the trade, we bring him out of school when his brain has
19 been trained over the past ten or twelve years, and I
20 think that training can be continued. You cannot have
21 a man for three or four years running around making his
22 mind up.

23 I think perhaps the high school should
24 put more emphasis on the vocational end of training.
25 I do not think he should be around twenty-eight or
26 thirty and have spent five or six years running around
27 in some other game.

28 What is the average position of this man?
29 If he is an average man, he has a wife and two children.
30 Now, a first year apprentice in Hamilton would receive
\$1.00 an hour. You cannot live on \$1.00 an hour. Now,
he works with the employer for a year, two years, and
then where do we find him going? He heads for a small



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4 town and you find him working in some of the easier
5 parts of the trade; specializing in this. He is not a
6 qualified journeyman and he brings the whole trade into
7 disrepute. The employer in this regard and the union
8 itself are both to blame.

9 At the present time we do not inject
10 into the apprentice the proper sense of what the trade
11 should be. Unfortunately, we are faced with the fact
12 that many employers today have never actually come up
13 through the ranks. They have never been indentured.
14 They are connected with the trade in certain ways. In
15 other words, they have bought their way in. I think
16 their attitude to an apprentice differs from the older
17 days where we used to have a lot of fellows coming up
18 through journeyman rank and taking over the business.
19 When these fellows went into business, they were prepared
20 to build up a business, and then eventually pass it on
21 to a son. They had pride of ownership. Pride in the
22 trade. Too many of these contractors are interested in
23 X number of dollars return. That is what you have to
24 check.

25 You also have to check some journeymen.
26 If we take the boys straight from school, if we have the
27 vocational parts of the school directed to this end, I
28 think they will be able to be absorbed into the trade
29 more readily than a man who has spent most of his time
30 making his mind up.

 THE CHAIRMAN: I can see your point of
view, but we are not only looking at apprentices, we are
looking at manpower training. We have got to look at it



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4 from both sides of the fence.

5 You cannot freeze a man out. To me,
6 putting an age limit on it would be just aggravating
7 the thing you are talking about, unless you have
8 compulsory certification and then that stops that
9 because if I decide that I want to be a plumber tomorrow,
10 I know sitting right here I can go and get a job as a
11 plumber as long as I will work. I do not think there
12 will be any trouble doing that. I have seen them
13 putting a pipe on, and cutting a thread. I am sure I
14 can get a job in Kingston.

15 MR. HULSE: Not if I catch you.

16 MR. GISBORN: Has the apprenticeship course
17 always been five years?

18 MR. CONNOLLY: It has always been our
19 term of apprenticeship, five years.

20 MR. GISBORN: We had a brief yesterday
21 which opened up with anticipating the needs in the future
22 years. Suppose with economic growth we had need of a
23 hundred per cent more in the plumbing industry, because
24 of construction building, would we have sufficient
25 facilities, under this kind of programme, to fill the
26 need?

27 MR. CONNOLLY: I think, sir, we have to
28 understand our potential in Canada and the figures that
29 were given here, the 422 projects ranging up to \$436
30 million which was different facilities in various parts
of Canada which will provide buildings for more than
one hundred, one hundred and sixteen thousand students,
and this will mean new opportunities for young people.



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5 I think that is one of the responsibilities of your
6 Committee not only to look to today, or yesterday, but
7 look to the future, and I am sure we will be in your
8 corner when you are trying to do this.

9 I say regardless of age if the United
10 Association of Plumbers and Steamfitters is on its toes,
11 they will have these people working in their proper
12 place.

13 In the City of Winnipeg in 1947 there
14 were four hundred helpers and there were three hundred
15 possible journeymen, and after a five year programme we
16 have eventually upgraded all of those people, and I
17 can assure you, Mr. Chairman, they were not all under
18 twenty-one, so we are quite fluid when we say apprentices.
19 There are other people involved. Now, training for the
20 untrained people is another programme that your
21 Committee are giving consideration to, not only from
22 the viewpoint of apprentices, but older people. In
23 the world we live in, we need apprenticeship training
24 programmes. At one time in 1946 our organization said
25 there should be journeymen in the plumbing and pipe-
26 fitting industry, because it includes so many branches;
27 all types and we were prepared to be progressive.

28 As I say, when we submit these to you,
29 we believe apprentices should be the boys coming out of
30 school and given the opportunity, during their best
years of learning, from sixteen to twenty-one. A boy
can start at the age of twenty-one to learn a trade,
cannot be over twenty-one, so then he is twenty-six
actually before he completes it. As your Chairman has



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5 said, if you want to learn plumbing tomorrow, he thinks
6 he would not have to worry too much. But let us under-
7 stand, there are other professions, other ways of life
8 he could not get into; that is a closed circuit.

9 THE CHAIRMAN: You cannot be a lawyer
10 or a doctor, and so forth.

11 MR. CONNOLLY: No. In the pipefitting
12 industry we place ourselves in the professional field
13 and yet we know there are a lot of people who will,
14 regardless of age, come into our industry and that is
15 our responsibility, I would say, in taking care of those
16 people.

17 THE CHAIRMAN: I do not want to rush
18 this. This is very interesting but we have another
19 brief here and if I may summarize this, and if I am
20 wrong you say so, your group feel that compulsory
21 certification can clear up some of your problems?

22 MR. CONNOLLY: Yes, sir. I agree to
23 that part, compulsory certification.

24 THE CHAIRMAN: If there were compulsory
25 certification, age limit and your ratio would, along
26 these lines, more or less take care of the problems you
27 are having?

28 MR. CONNOLLY: I am sure it would take
29 care of a lot of these things. However, we depend on
30 your recommendations. If you do desire further meetings,
we are at your service at any time to come before your
Committee again.

We realize this was prepared in a hurry.
I only heard about it a few weeks ago and the Committee



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5 of the Ontario Provincial Council has been giving it
6 serious consideration but we want to be of service.
7 If your Government established a committee with employers
8 we want to be part of that committee. I could have
9 brought you folders and we could have had a lengthy
10 brief. It has always been my opinion that is not the
11 thing to do. The discussion you heard from our people
12 today will show you what they are living with. If they
13 can be of assistance, I do not believe, in my humble
14 opinion, they should be precluded.

15 We will say, however, we would agree
16 with you, Mr. Chairman, in regard to age limit and to
17 the ratio, they could be given further consideration if
18 you so desire.

19 MR. HARRIS: For further clarification,
20 could these people possibly send to us a list of the
21 subject industries and all the other things involved
22 in the plumbing and pipefitting industry? I do not
23 understand all the terminology.

24 THE CHAIRMAN: You want to know the
25 groups their union covers?

26 MR. CONNOLLY: I think you would see
27 it on page 3.

28 MR. HARRIS: I was wondering if that
29 covered it?

30 MR. CONNOLLY: It covers the work.
That is the work of our particular members.

MR. HARRIS: There is nothing else
other than what is in here?

MR. CONNOLLY: That is all. However,



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4 we could ---

5 MR. HARRIS: If this is it, that is fine.

6 MR. CONNOLLY: This is the breakdown
7 of our work.

8 MR. GISBORN: In this regard I see in
9 A, electric and acetylene welding (including heliarc,
10 argon aluminum, down hand, plastic) and stress relieving
11 of welding. I know this is an important part of the
12 trade. I understand in welding, particularly pressure
13 work, they have to be certified by the Government and
14 have to have yearly continuous performance examinations?

15 MR. CONNOLLY: Our particular welders
16 are all pressure welders and passed by the Department
17 of Labour. They can be examined at any time. Men can
18 work for an employer as a welder and when he changes his
19 place of employment, the regulations may say he must take
20 a further examination, or another examination at any
21 time.

22 I have got to say that if a welder is
23 a welder, he should be a welder in every phase of it,
24 but I can see, because of the change in welding, heliarc,
25 and argon, aluminum, and so forth, you have got to
26 keep up-to-date with the particular welding situation.

27 MR. GISBORN: This is what I wanted to
28 get at. Have you found that, on the continuous perfor-
29 mance examination yearly, some of them are downgraded?
30 Some of them have lost their certificate because on that
particular continuous examination they fail?

MR. CONNOLLY: We have to understand
human beings as they are. They are not machines. They



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5 are men who work in a particular trade or craft and
6 their eyes are an important feature. Their hands are
7 an important thing, and if you lose a hand or an eye,
8 or as you get older your eyes deteriorate, so what we
9 do with the welders in our organization, we re-train
10 them to become plumbers and steamfitters for the years
11 they cannot follow the particular welding trade. It is
12 a young man's industry.

13 We have become well aware of that and
14 we make them journeyman in the particular field covered
15 by this work.

16 MR. GISBORN: Do you find many of them
17 lose their welding certificates on the yearly continuous
18 examinations?

19 MR. CONNOLLY: Yes. We have had our
20 best welders on the Trans-Canada Pipe Line one day, the
21 second day and he is then out, but it has to be under-
22 stood too about automation. I just happened to come
23 from being in Washington yesterday and one time there
24 were thirty-six welders on a particular job. Now, there
25 are two welders and four assistants because they have
26 an electric gun there that can go right around a thirty-
27 six inch weld in thirty minutes. Now, that is quite a
28 circumference to cover. This machine just runs around
29 it. Our people cannot move that fast.

30 These are the things as we go along we
are going to have to take cognizance of.

MR. GISBORN: I wonder if we could have
some copies of your Constitution? Your brief relates
to some specifications.



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4 MR. CONNOLLY: Yes. I will have Mr.
5 Whitehead procure that for your Chairman so you may have
6 a copy.

7 THE CHAIRMAN: Fifteen please.

8 MR. CONNOLLY: I might also say that
9 Mr. Whitehead should send a few copies of their agreement
10 down. We have agreements in Toronto and fifty different
11 types of work are covered. You will find that in the
12 Constitution.

13 THE CHAIRMAN: We want to thank you
14 for preparing and presenting this brief to us this
15 morning. I do want to thank the members of your group
16 for coming here and discussing it with us.

17 MR. CONNOLLY: Mr. Chairman, I want to
18 thank you on behalf of our group because you certainly
19 have been patient with us and we can assure you we will
20 be just as patient. If at any time you need us, the
21 phone is as close as your next door neighbour.
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SUBMISSION

of

THE CANADIAN UNION OF OPERATING ENGINEERS

APPEARANCES:

Mr. J. C. Cole

Mr. J. Peterson

THE CHAIRMAN: Gentlemen, we have with us Mr. Cole and Mr. Peterson who are going to present a brief on behalf of the Canadian Union of Operating Engineers.

MR. COLE: We are pleased to have this opportunity of presenting our views and suggestions on the subject of Manpower Training in general and as it concerns stationary engineers in particular.

Stationary engineers operate under certificates granted by the Board of Examiners under the Operating Engineers Act of the Province of Ontario. Engineers obtain their Certificates through a combination of practical work in boiler rooms, power and refrigeration plants, and study, in either night school classes or by correspondence courses. We consider the night school classes and correspondence courses to be inadequate for two reasons, first of all a man on shift work --- we do work shift work --- must be absent at least twenty-five per cent of the night classes and there is practically no working equipment available for instructional purposes and in the case of correspondence courses there is obviously no working equipment at all



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4 available for instructional purposes.

5 The first paragraph in the terms of
6 reference for this Select Committee on Manpower Training
7 begins with: "the establishment of this committee
8 reflects the general concensus that has developed to the
9 effect that there is a growing need for a continuing
10 upgrading of the Canadian Labour force if we are to
11 properly prepare people for the job requirements of the
12 future".

13 We agree with the thought expressed in
14 the paragraph just quoted and are anxious to co-operate
15 in any way possible in any efforts made to implement
16 this thought.

17 We recognize that the type of compre-
18 hensive training program for stationary engineers that
19 we believe to be necessary will entail the expenditure
20 of public funds, however, we submit that the stationary
21 engineering trade is unique, in that, over a period of
22 several generations there has been practically no
23 public money spent to provide educational facilities
24 and opportunities for the members of our trade. It is
25 our understanding that the public treasury has been
26 slightly enriched by the moneys collected as fees by the
27 Department of Labour from the members of our ~~trade~~ ~~we~~
28 therefore suggest that it is not unreasonable to ask
29 that public moneys be spent for educational facilities
30 for stationary engineers. The amount of money involved
amounts to \$846,142.88 over the past ten-year period
which is a substantial amount and would, I submit, go
a long way towards providing an educational programme.



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5 THE CHAIRMAN: What is that paid in
6 for?

7 MR. COLE: For our certificates which
8 we renew each year at the cost of \$5.00 per certificate
9 and also we have to pay a fee for the privilege of
10 writing an examination.

11 THE CHAIRMAN: What is that? \$5.00?

12 MR. COLE: As a matter of fact it varies.
13 It is \$10.00 for a first and down to \$5.00 for a fourth.
14 There is also our fee for a re-examination. If a man
15 has to write a second time, he pays a small fee.

16 In the Report of the Royal Commission
17 on Industrial Safety a recommendation is made, in the
18 second last paragraph on page 53, I have it here, that
19 steps be taken to provide a course of study to meet
20 present needs and to anticipate future needs in those
21 fields of engineering being opened up by technological
22 advancement.

23 On the assumption that the members of
24 our trade are inadequately prepared for the technological
25 changes developing in the stationary engineering field,
26 we believe a brief historical sketch of the environment
27 in which our trade has functioned goes a long way
28 toward showing that the failure of our trade to keep up
29 with the latest developments has been largely due to
30 factors beyond the control of stationary engineers.

31 In the early days of the development
32 of industry in Ontario steam was widely used as a source
33 of industrial power. With the advent of hydraulically
34 produced electrical power available at a cost substan-



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5 tially below that of steam generated power, most industry
6 in Ontario replaced the steam engine with the electric
7 motor. In very recent years Ontario has exhausted the
8 expansive capacity of her hydraulic resources for any
9 further production of electrical energy and as a result
10 has again turned to steam as a source of industrial
11 and domestic energy. The history of the Stationary
12 Engineering trade in Ontario is a product of the
13 fluctuations in importance of steam as a source of
14 industrial power in our province and as a result a study
15 of the Stationary Engineering trade reveals an early
16 period in which steam power developed through the medium
17 of the steam engine and auxiliary equipment was widely
18 used and thereby resulted in the development of a high
19 level of technical competence in the members of our
20 trade. The early period of steam engines was followed
21 by a period in which steam was most widely used as a
22 vehicle or medium for the transmission of heat. This
23 intermediate period in which the steam engine largely
24 disappeared as an important piece of industrial equipment
25 has resulted in the failure of our trade to be adequately
26 trained and prepared for the second period of steam as
27 an important source of industrial energy. The interval
28 between the first and second period of prominence for
29 steam power has seen the development of equipment and
30 techniques employing temperatures, pressures and speeds
unheard of a generation ago. In fact with the intro-
duction of new Hydro Steam power plants the Stationary
Engineers of Ontario find themselves faced with the
prospect of being replaced on the job by automated



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5 equipment in the conventional small steam plant and, at
6 the same time being, inadequately trained to be accept-
7 able in the Hydro generating stations. Hydro has
8 recruited some engineers in Great Britain to staff the
9 steam generating stations and we believe the reason
10 for this to be the long background of experience in
11 operating huge steam generating stations possessed by
12 the British stationary engineers. The British counter-
13 part to our trade has of necessity progressed in its
14 skill in unison with the developments in equipment used
15 in the production of steam power due to Britain's
16 reliance, in the absence of hydraulic resources, upon
17 steam generated electrical energy.

18 With the hope and expectation that you
19 gentlemen of the Select Committee on Manpower Training
20 will give sympathetic consideration to the problems
21 faced by the Stationary Engineering trade we offer the
22 following recommendations.

- 23 1. The Chairman of the Board of
24 Examiners should be responsible for the
25 establishment, content, and operation
26 of any educational facilities for
27 Stationary Engineers.
- 28 2. Employers of Stationary Engineers
29 such as Ontario Hydro, petro-chemical
30 industry, food processing industry and
manufacturers of equipment for which
members of the trade are commonly res-
ponsible should be asked to submit
recommendations on the content of any



course of study.

3. In any training program established, the main emphasis should be placed on practical rather than theoretical study.

4. The objective of any training program should be the achievement by Stationary Engineers of that level of competency necessary to qualify for employment in the most modern up to date steam generating plants.

5. Any training program should be based on a consideration of the fact that Stationary Engineers work shift work and therefore classes would require a morning, afternoon and evening schedule.

MR. EBERLEE: The subject of training, is that part of the study which this Committee, the Department of Labour Committee is now looking at? Training comes within the Operating Engineers' Act, does it not?

MR. COLE: The Operating Engineers' Act is primarily, almost exclusively concerned with safety and while we recognize that a man's competency, that is, his competency as an individual responsible for a power plant certainly would have a bearing on the degree of safety he would be able to provide, still I believe that the Operating Engineers' Act as such primarily is concerned with the establishment of minimum requirements for the operating of the various power plants. It is not my understanding that they are very



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5 much concerned with the establishment of a training
6 programme, as such.

7 They may require a certain level of
8 training but how you achieve this training is of no
9 concern to them, as far as I know.

10 MR. EBERLEE: There is really no over-
lapping with what this Committee is doing?

11 MR. COLE: Not to my knowledge.

12 THE CHAIRMAN: They are just upgrading
13 and training any new men.

14 MR. COLE: That is right. I would say
15 they are not primarily concerned with how we acquire
16 whatever knowledge we may have. I think they establish
17 standards that you must have. Whether you get it by
18 correspondence courses, or what have you, is immaterial
19 to them.

20 I think you will recognize, from what
21 we have said so far, we feel the training facilities
22 available to us are quite inadequate. I think as people
23 concerned with training, you will be very much aware of
24 the fact, and I think this is a fact, that correspondence
25 courses are the most difficult means of acquiring an
26 education and, certainly, when you are handling mechanical
27 devices as opposed to, shall we say, a solution of some
28 mathematical problem, correspondence courses can hardly
29 be considered to be adequate.

30 MR. EBERLEE: Your union represents
stationary engineers almost entirely, does it?

MR. COLE: It does entirely.

MR. EBERLEE: It is not in the heavy



much concerned with the establishment of a certain
program, as such.

They are, regarding a certain level of
training but how can we have this training? Of no
consequence to me, as far as I am concerned.

THEY ARE: There is a certain level of
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I think you will recognize, it is this training,

we have said so far, to have the training, it is this training,
available to us and this training, it is this training,
available to us and this training, it is this training.

the fact, and I think this is a fact, that correspondence
courses are the most difficult means of acquiring an
education and, certainly, when you are dealing with people

devices as opposed to, well, we say, a machine or some
mathematical problem, correspondence courses can hardly
be considered to be superior.

MR. BROWN: Your entire response

stationary engineer is not entirely, is it?

MR. BROWN: It is not entirely

MR. BROWN: It is not in the heavy



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4 equipment, and so on?

5 MR. COLE: We do not represent hoisting
6 engineers.

7 MR. EBERLEE: That is the International
8 Union?

9 MR. COLE: That is right.

10 MR. HARRIS: Your union then represents
11 engineers that would be responsible in hospitals through-
12 out Toronto and different plants, and so on?

13 MR. COLE: That is right.

14 MR. HARRIS: What would they cover?

15 MR. COLE: The R.L. Hearn Plant,
16 Lakeview Generating Station and the J. Clark Keith Plant
at Windsor.

17 THE CHAIRMAN: All stationary equipment?

18 MR. COLE: Yes.

19 MR. HARRIS: Am I right that maybe
20 fifteen years ago your job was much tougher, in a physical
21 sense, before so many of these places were automated?

22 MR. COLE: That is right.

23 MR. HARRIS: And the need has changed
24 quite a bit? I mean the safety factor, there has been
25 a tremendous change in just what you have to do there
now. Is that right?

26 MR. COLE: That is right.

27 THE CHAIRMAN: You do not shovel the
28 coal in the boilers?

29 MR. COLE: That is right.

30 MR. CARRUTHERS: What physical facilities
do you have for training at the present time?

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5 MR. COLE: There are night classes
6 available at Central Tech and bearing in mind that all
7 stationary engineers, except those who are acting as
8 chief engineers, work shift work, then I think it is
9 obvious to you that you must miss at least twenty-five
per cent of those classes.

10 In addition to that, there is virtually
11 no actual working equipment available for instructional
12 purposes. It is strictly a question of blackboards and
books.

13 Personally I contend that, for instance,
14 it is impossible to learn to operate a plant, such as
15 the R. L. Hearn Plant, under those circumstances where
16 you have the extremely high temperatures and pressures;
17 bearing in mind that this Lakeview Generating Station
18 is going to be burning between fifteen and sixteen
thousand tons of coal a day.

19 Obviously that is an awful lot of
20 combustion taking place and obviously you are going to be
21 handling equipment where you are attempting to achieve
22 the absolute maximum in efficiency. Therefore, the
23 tolerances are very, very small and I think you may be
24 aware that they have had explosions down at the Hearn
Plant.

25 That is where the pulverized coal is
26 just like flour coming in through a blower, and something
27 happens. That is the big danger with this type of fuel,
28 of course. Maybe the fire goes out but more coal continues
29 to go in and the hot surface in the furnace ignites the
30 accumulated coal and, of course, that causes an



explosion,

MR. GISBORN: Where have they been getting their operators up to now?

MR. COLE: They have established a training programme. I think Mr. Peterson can answer this question better than I. He is a former employee of the R. L. Hearn Plant.

MR. PETERSON: Can I leave that question in abeyance please? I have here a hand book from the Department of Labour, Operating Engineers, giving the curriculum on the first class examination, which I have passed recently. Could I pass this around and show you?

For example, the mechanical stokers -- Types, overfeed, under feed, chain-grate, vibrating grate, spreader or sprinkler -- Principles, purpose, description, comparison, sketches -- How operated, maintained and repaired -- Controls -- What could go wrong and remedies -- Feed and driving mechanisms.

Now, I maintain that it is a pretty comprehensive course of study. We have received commendation and congratulations on this course of study in this hand book from such places such as South Africa, Brazil, in the American States, Michigan. They were congratulating us on the very comprehensive course of study which takes in all of this modern equipment.

The Department of Labour have the power to set up educational facilities. In this hand book all they can put down is the course of study; telling us the things we are required to know. Would you like to have a look at it?



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There is a considerable risk, however,



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4 MR. BOYER: What class certificate do
5 you need to have to operate this equipment at the Hearn
6 Plant?

7 MR. PETERSON: Well the operating chief
8 down there would be a first class engineer.

9 MR. BOYER: And then a number of others
10 with perhaps fourth class certificates?

11 MR. PETERSON: Second class, first class,
12 and third class engineers, fourth class engineers.
13 As a matter of fact, the operating chief down there,
14 the superintendent of the Hearn Plant right now is a
15 practical man. He has come up through the ranks. He
16 got his first class certificate through studying
17 correspondence books, text books. He is now superinten-
18 dent of the plant.

19 MR. BOYER: Would you say most of your
20 training is on-the-job training?

21 MR. PETERSON: No. A certain portion.

22 MR. BOYER: Most of the training of
23 stationary engineers in Ontario is on-the-job training?

24 MR. PETERSON: There is a certain aspect
25 of it practical training, but if you notice what the
26 course of study is in the book, there are such things
27 as feed water, economisers and air pre-heaters. You
28 need the equivalent of a junior matriculation, and even
29 senior matriculation. I have a course of study here
30 from British Columbia. May I read this?

MR. BOYER: I just wanted to ask you
about a man who has his fourth class certificate. He
works under an engineer with a higher class certificate?



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4 MR. PETERSON: Yes.

5 MR. BOYER: He is being trained and if
6 he is ambitious, he is trying to learn enough about the
7 business to take the higher grade of certificate. Is
8 that not an on-the-job training method?

9 MR. PETERSON: That in turn depends on
10 the plant. It may be a case where the engineer he is
11 working under may have received his certificate quite
12 a number of years ago and the process of erosion has
13 set in.

14 As Mr. Cole has mentioned, due to the
15 rapid increase in technology they have expanded the
16 knowledge requirements.

17 MR. CARRUTHERS: How does he actually
18 become a fourth class engineer?

19 MR. PETERSON: On-the-job and corres-
20 pondence courses.

21 MR. CARRUTHERS: He spends a year
22 operating in a plant as a helper, a fourth class plant?

23 MR. PETERSON: Or third class plant,
24 and when he completes that year's practical experience,
25 he has to write an examination based on the curriculum
26 in this book.

27 MR. CARRUTHERS: He has to get that by
28 correspondence?

29 MR. PETERSON: However he feels he can
30 get it best. For example, I did not use a correspondence
course. I went to one of the private teachers. Some
men just pick up the text books. There are text books
written by the Department of Labour, and they are good



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4 text books. They are rather expensive. There are
5 facilities, as far as books. They do recommend books
6 and it depends on the man himself how he decides he can
7 learn this best.

8 MR. EBERLEE: There is no prescribed
9 period of time on the job?

10 MR. PETERSON: You mean for one year?

11 MR. EBERLEE: There is no prescribed
12 series of things that he must get, or prescribed period
13 of experience on the job?

14 MR. PETERSON: He has to work in the
15 prescribed horsepower plant. For example, a third
16 class engineer needs so much horsepower experience in
17 certain horsepower plants.

18 MR. BOYER: He has to find out for
19 himself.

20 THE CHAIRMAN: How many licensed
21 stationary engineers are there in Ontario?

22 MR. PETERSON: Approximately, on the
23 figure I have here, twelve thousand. I am not sure about
24 these figures.

25 THE CHAIRMAN: Are the numbers increasing
26 or decreasing? Are there more jobs available now?

27 MR. PETERSON: With industry using
28 steam, and steam is under a certain horsepower, there
29 will be more licensed certificates required, yes.

30 MR. MORNINGSTAR: I think there would
be more, Mr. Chairman. It is on the increase, is it not?

MR. PETERSON: I will agree that it is
probably on the increase.



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5 MR. CARRUTHERS: You do not require a
6 licence to operate a steam boiler in every school in
7 our average town, do you?

8 MR. COLE: It would depend on the
9 horsepower pressure.

10 MR. PETERSON: You asked me about the
11 training programme at Hydro. Well, they had a training
12 programme there which lasted for about three months,
13 having to do with combustion, and now I understand they
14 get young fellows out of school and train them on the
15 job in various positions on the job. For example, the
16 turbine operator, boiler operator, and after two years
17 they go to the bottom of the senior list. They go to
18 the water treatment plant as operators, stationary
19 engineer operators.

20 MR. GISBORN: The International Union
21 of Operating Engineers is just another union?

22 MR. COLE: We are a break-away from it.

23 MR. GISBORN: They also cover hoisting
24 engineers?

25 MR. COLE: They have the hoisting section,
26 yes.

27 MR. GISBORN: It is my opinion and I
28 think it is the opinion even of some of the administrators
29 of the Operating Engineers' Act that it is almost
30 antiquated now in relation to the type of operation in
industry, as far as writing examinations and the previous
set-up. Indeed, because of technological changes, the
automatic installations, now some of them operate, I
understand, without even an engineer in charge.



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5 MR. PETERSON: Again, sir, may I refer
6 to this course of study, which is comprehensive. I
7 doubt there is any type of modern equipment which would
8 not be in this course of study.

9 We realize there is pressure put on the
10 Act at this time to change the Act but we feel that a
11 great deal of this criticism could be eliminated if
12 correspondence courses and direct school courses were
13 set up, based on this material right here. What we
14 are required to know is in here, but the source of
15 knowledge, this information is not here.

16 I have a course of study here from
17 British Columbia. We have written to British Columbia
18 for material but unfortunately it has not arrived.
19 British Columbia has established this course of study.
20 May I read an excerpt from this, please?

21 MR. MORNINGSTAR: Is that from British
22 Columbia?

23 MR. PETERSON: Vancouver.

24 " Vancouver Vocational Institute --
25 Candidates of all grades are advised
26 to take advantage of the excellent
27 course in steam engineering prepared by
28 the Institute, where there is a well-
29 equipped modern boiler and engine room,
30 as well as mechanical laboratories.
Classes are conducted on a day or night
basis.

Instruction has been organized with
the help of the Boiler Inspection



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4 Division" --- this is equivalent to
5 Mr. Lacey's Department here. "For
6 those who have completed the necessary
7 course, credits are allowed by the
8 Division in lieu of steam-plant service."
9 In other words, you complete this
10 course; you do not have to spend the time in the steam
11 plant. Not all of it. Now, the Department of Education.
12 " Department of Education -- Corres-
13 pondence courses of a high standard are
14 available for candidates studying for
15 second-, third-, and fourth-class
16 certificates. These courses have been
17 arranged with the co-operation of the
18 Boiler Inspection Division, and sub-
19 stantial credits are granted in lieu
20 of steam-plant service to students who
21 have completed any of the above courses."
22 These courses have met with considerable
23 success in Vancouver, British Columbia.

24 MR. GISBORN: When you were talking in
25 your brief about night classes, and the fact many of
26 the engineers work shift work, this would be men working
27 at the trade as operating engineers who want to go into
28 advanced training?

29 MR. COLE: That is right.

30 MR. GISBORN: Do they hold a certificate
of some kind or other?

MR. COLE: Yes.

MR. GISBORN: We are concerned about



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4 this advanced training because of the innovations in
5 the boiler room.

6 MR. COLE: As I pointed out in the
7 brief, we are faced with this problem, just as you point
8 out, in connection with the introduction of automatic
9 controls and the possibility, or the prospect that
10 stationary engineers on many jobs will become
11 superfluous and, therefore, will be out of a job.

12 As stationary engineers we do have a
13 certain number of automatic devices. While I cannot
14 illustrate these devices here and now, I am fully prepared
15 at any time to take my oath that automatic equipment is
16 not infallible and I think the incident that occurred
17 in New York City yesterday will probably prove to be
18 another manifestation of too great a reliance on automatic
19 devices.

20 This is a problem that I think the
21 operators, the people who are reviewing the stationary
22 engineers, Operating Engineers' Act will have to decide
23 the extent to which they accept the infallibility of
24 automatic devices.

25 Now then, as you said, we have people
26 working in small plants who obviously want to re-train
27 themselves, or provide themselves with additional train-
28 ing so that they can progress. I think in our society
29 we recognize this as an admirable quality in anyone.

30 However, as pointed out in the brief,
there is a possibility, and I must be frank with you,
we fully expect that some of the small plants now
employing stationary engineers will be removed from under



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4 the Act and these people will be out of a job.

5 As I pointed out in our brief,
6 unfortunately, the Hydro does not consider those of us
7 who have acquired whatever degree of training we have in
8 small plants --- that is small by comparison with the
9 Hearn Plant --- we are adequately trained to go into the
10 Hearn Plant. And, to be quite honest with you, I
11 acknowledge I am not trained and I suggest to you that
12 it is not an easy thing, as a matter of fact, it is
13 virtually impossible, to get the type of training
14 necessary to go into the Hearn Plant and operate that
15 plant without a period of, shall we say, apprenticeship
16 in that plant in view of the absence of adequate train-
17 ing facilities in the Province of Ontario for stationary
18 engineers today.

19 Now, this is a problem we have of
20 expanding employment opportunities for stationary
21 engineers because, as you know and I know Hydro is on the
22 verge of reaching a position where the main source of
23 electrical energy is going to be produced by steam.
24 Hydraulic plants are going to be the peak load plants.
25 This is the developing trend in Ontario so that you are
26 going to have, I submit, the most highly industrialized
27 part of Canada largely dependent upon steam generated
28 electrical energy.

29 You are, I am sure, completely aware
30 of the extent to which industry in Ontario is dependent
upon electrical energy and in spite of those expanding,
apparently expanding opportunities for stationary
engineers, those of us who are working in the trade are



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4 virtually excluded from this expanding opportunity at
5 Hydro. They are now training their own people; bringing
6 kids in from high school.

7 DOCTOR CRISPO: The only alternative
8 would be to go into Hydro as a fourth class engineer
9 and take a cut in salary and go all the way up through
10 their training scheme?

11 MR. COLE: Yes. To be honest with you,
12 I do not think they are prepared to accept us on this
13 basis.

14 MR. GIBBORN: Is it not the case where
15 they are training them and will eventually certify them
16 as third, second, fourth class engineers and qualify
17 them as specialized operators of that particular plant?

18 MR. COLE: Yes. Naturally, we as a
19 trade union recognize this and are concerned with the
20 welfare and economic protection of our members. As I
21 say, we are virtually excluded.

22 We contend that there should be some
23 training facilities available where we could, by
24 diligently applying ourselves, take this course of study,
25 and could be considered then eligible for employment.

26 MR. EBERLEE: Vocational type of training
27 which you do not get now?

28 MR. COLE: That is right.

29 THE CHAIRMAN: You said Hydro are doing
30 their own training. They have started. Surely there
would not be too many plants like Hydro? That would be
the biggest one?

MR. COLE: That is right.



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5 THE CHAIRMAN: And when they satisfy
6 themselves with enough people to operate these plants,
7 there just would not be a demand for that type of man.
8 Would there in any other plant in Ontario?

9 MR. COLE: Only a few. There is
10 Polymer Plant, Welland, Sarnia and well, Central Steam
11 Heating Plant which is using pulverized fuel.

12 In fact, we use pulverized fuel which
13 has this potential explosive situation. It is on a
14 much smaller scale; not as high temperature, not as high
15 burning rate as the Hydro, and so on. Of course, you
16 are not generating electricity. Just a question of
17 ascertaining if you are generating any.

18 THE CHAIRMAN: As far as we, as a
19 Committee are concerned, our interest is in manpower
20 training, not actually in paying one grade of engineers
21 to train other engineers, if there is any demand for them.
22 That is a little different situation.

23 MR. HARRIS: Really laying the cards on
24 the table here, as I see it, and please correct me if I
25 am wrong, there will not be a demand in the future for
26 stationary engineers, as we know them today, but there
27 will be a demand for something, for technicians, or
28 graduates from, say, Ryerson, if they taught the right
29 thing, and if you go there. There will be a demand for
30 them in this other type of plant. Is that not right?

MR. COLE: I would say that this is
very largely correct. That is my impression of what has
occurred and this, of course, is the thing we believe to
be unjust.



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5 MR. HARRIS: What can we do about it?
6 Let us assume it is unjust, what can we recommend?

7 MR. COLE: You can recommend that Mr.
8 Lacey be authorized to spend so much money to set up a
9 really comprehensive training programme. I am not
10 trying to conceal anything from you. We need actual
11 working equipment.

12 MR. HARRIS: But will what you need now
13 be needed in the years to come?

14 MR. COLE: Let me emphasize this: I
15 am not urging that this thing be established just so I
16 can get a higher grade of certificate, or that anyone
17 else can get a higher grade of certificate. Our
18 primary concern is with raising the level of technical
19 competence in spite of certificates. The certificates,
20 so far as we are concerned at the moment, are of second-
21 ary importance. It is a question of raising the
22 technical competence of our trade.

23 THE CHAIRMAN: Are there stationary
24 engineers out of work today in Ontario because we are
25 importing engineers from some place else? Do you know
26 of any stationary engineers that are not employed today?

27 MR. COLE: No, I would not say I know
28 of many. I do know some.

29 MR. GISBORN: I understand a great many
30 are working with certificates as caretakers?

31 MR. COLE: That is the point I was going
32 to mention. There are a few stationary engineers
33 working on the jobs which really do not require, by law,
34 that they have a stationary engineer. I understand



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5 in the Polymer Plant, for instance, the law might require
6 that they have, say, twenty stationary engineers but they
7 may have sixty; the point being they use stationary
8 engineers because of their background of training which
9 they possess for any jobs that are not strictly station-
10 ary engineer jobs. I think this applies in the
11 petroleum industry, refining industry, and so on, but
12 I would not attempt to say that there are many people
13 or how many people there are that are out of work.

14 MR. WHITE: While it is true that
15 automatic equipment is not infallible, but it is likewise
16 true that stationary engineers are not infallible.
17 Would it not be fair to say that? I have no technical
18 background on the subject, but my guess is that accidents,
19 of one kind and another, are much fewer with automatic
20 equipment than they may have been some years ago where
21 you had well trained stationary engineers but no
22 automatic equipment.

23 In other words, while I appreciate your
24 fighting a rear-guard action, so to speak, for stationary
25 engineers in smaller installations, is it not likewise
26 true that as the years go by there will be fewer and
27 fewer stationary engineers in hospitals and food process-
28 ing plants and so on?

29 MR. COLE: This may or may not be.
30 I am reluctant to make any predictions. However, I
31 would say this that we must bear in mind, and I recognize
32 you probably are a business man or have some connection
33 with a plant that employs stationary engineers.

MR. WHITE: I am not actually.



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4 MR. COLE: Well, it does not matter.

5 MR. WHITE: I am an economist.

6 MR. COLE: There are a few people that
7 feel that stationary engineers in some of the smaller
8 plants are really quite a burden to bear.

9 They feel they are just so much dead
10 wood and spend their time reading and just not earning
11 their way, and so on, but the fact is that, first of
12 all, stationary engineers are productive. I am sure we
13 are all concerned with increased productivity. Their
14 productivity has increased tremendously.

15 As a matter of fact, I doubt if there
16 are many trades whose productivity has gone up comparably.
17 Now, you have one man operating in a plant, turning out
18 or producing thousands of horsepower whereas previously
19 to produce the same number of horsepower you may have
20 required three or four men. I do not think, in terms
21 of output, that we should consider ourselves on the
22 defensive, and yet in reality we may.

23 So far as the automatic equipment is
24 concerned, and the incidence of some form of disaster,
25 I think we are always faced with this problem, that the
26 number of accidents may be fairly obvious. They may be
27 available to us in statistical form, but the number of
28 accidents that might have occurred without a man being
29 there, of course, are never revealed because they just
30 do not occur. No one ever knows about them. I submit
that this is pertinent.

I think this is a fact that we should
give some consideration to, and yet I think you will



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4 recognize it is not something that can be established
5 mathematically. There are no statistics available.

6 MR. PETERSON: I believe there is a
7 brief that was put forward on the subject you are talking
8 about. I have seen glimpses of it, about the furnace
9 explosion. There has been a great deal of work and
10 co-ordination between the insurance companies in various
11 States in the United States, where the inevitable has
12 happened. There have been people killed and injured
13 because there was not a man in attendance. I understand,
14 also, where I live, Scarborough, some of the school
15 boards out there, some of the men working in the building
16 maintenance people have been encouraged to write for
17 a fourth class examination for one reason, to get the
18 required knowledge to operate this equipment.

19 MR. EBERLEE: I do not suppose your
20 union has yet presented this brief to this Committee
21 that is reviewing the Operating Engineers' Act?

22 MR. COLE: Actually we did present a
23 brief, yes, and we were the first ones to present a
24 brief and they suggested that we re-submit it.

25 We really did not know just what to
26 expect and they were probably being polite when they
27 suggested that. They were not too sure what to expect
28 either, but in any case, we re-submitted this brief and
29 I think it has gone in yesterday.

30 MR. EBERLEE: This might be something
that falls under the Operating Engineers' Act, and not
under the Apprenticeship Act; not that we are confined
to the Apprenticeship Act.



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5 MR. COLES: Unfortunately, and certainly
6 I guess on the basis of what you have said, we are at
7 fault. We had a meeting not too long ago and the truth
8 of the matter is, at this meeting we had last week,
9 and in the past three or four years, I have been urging
10 that the union pursue the matter and try and get some
11 kind of training programme. The truth of the matter is
12 that the Legislative Committee or the people reviewing
13 the Operating Engineers' Act, we did not feel they were
14 primarily concerned with a re-training programme.

15 MR. PETERSON: There is another thing
16 I would like to point out. Many of the maintenance
17 men in these buildings around town are engineers. They
18 started off as engineers. They received their prelimin-
19 ary training as an engineer and then go into maintenance;
20 they felt competent to do that because of the study
21 they have put in to receive their certificates. This
22 studying has been difficult because a lot of people
23 have had to do it on their own.

24 DOCTOR CRISPO: With regard to this
25 possible training of people up to a higher standard,
26 if Hydro is training people what would be the sense of
27 setting up a similar programme elsewhere? Hydro is
28 going to show preference for its own people. Where are
29 they going to go even if they go through this training
30 programme?

MR. COLE: My point in that connection
is that that is possible, but we are not any higher
however hard we may work in the course of trying to
improve our knowledge, and so on, because we are



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4 virtually excluded from the increasing employment
5 opportunities provided by the expansion of the steam
6 generating capacity of Ontario Hydro.

7 I submit that in view of the fact that
8 stationary engineers have for generations been concerned
9 with, as you are aware, the development of the use of
10 energy in the form of steam, that it seems sort of
11 paradoxical we should be now ourselves excluded from
12 one of the biggest opportunities that has developed in
Ontario along this line.

13 Aside from that, I think that if Hydro
14 are doing a very comprehensive training programme, it
15 must be because they must, presumably, train unskilled
16 labour, and so on. They might very well welcome the
17 development of a really comprehensive training programme
18 so they could hire, shall we say, in the trade really
competent men rather than bringing a lad in.

19 I think the truth of the matter is
20 Hydro have found that some of the young lads that they
21 brought in after a year or so have decided well,
22 stationary engineering was not for them. It is not all
23 that pleasant when you are subjected to extremely high
24 temperatures and, in some instances, a lot of coal dust
25 and soot and burning your arm on a pipe, or something
26 like this. There have been times when all of us have
thought there must be an easier way of earning a living.

27 DOCTOR CRISPO: There is the point,
28 if I might add this, that they have the equipment and
29 no government training scheme could hope to duplicate
30 the equipment that they have already right in these plants.



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5 MR. PETERSON: May I point to the
6 success they have had in British Columbia with their
7 training scheme? I would like to direct your attention
8 to the tours they have through various plants, and they
9 use, for example, Corliss compressors for refrigeration.
10 They have got one of the largest ammonia compressors
11 in Vancouver.

12 There is another point I would like to
13 point out and that is the unfairness of this. For
14 example, as I told you gentlemen, there are practical
15 men who have come up through the ranks, through the
16 hard way. Through just plain selecting text books and
17 hard work they have made themselves highly competent.

18 For example, the superintendent of the
19 steam plant in Windsor, the J. Clark Keith Plant is a
20 practical man. The superintendent of the R. L. Hearn
21 Plant is a practical man. They have done it the hard
22 way and they have done it on their own, with no help
23 whatever, and that is discouraging. That bothers a
24 fellow. For example, I have taken various courses and
25 you have to shop around to find these men who are willing
26 to conduct these courses and some of them do not like
27 to teach a first class course because of the rough course
28 of study. They have to spend hour upon hour preparing
29 material which is going to fill an hour's lesson, and
30 it is an injustice. It is not fair to those who want
to help, and not fair to us who have had to spend
considerable funds taking these courses.

THE CHAIRMAN: You say the superintendant of the Hearn Plant was a practical man?



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4 MR. PETERSON: Yes.

5 THE CHAIRMAN: You were with the Hearn
6 Plant at one time?

7 MR. PETERSON: I was. I was with Hydro
8 for nine years.

9 THE CHAIRMAN: As a stationary engineer?

10 MR. PETERSON: Yes. I went in there
11 as a helper and spent my time and wrote for my certifi-
12 cates. I left for two reasons. One reason was to
13 acquire certain type of experience which the Hearn
14 Plant do not offer.

15 I think myself there should be more
16 emphasis, in the higher certificates anyway, on the
17 theoretical knowledge. I think after a while you learn
18 the practical knowledge and you can get a text book
19 and read the text book and the practical end will come
20 easier, but the theoretical end, that is the difficult
21 part. In this course of study you have to know algebra,
22 quadratic equations, chemistry, feed water treatment.
23 You have to know a lot of technical knowledge when you
24 want to be a second class chief, or first class chief,
25 and engineers in each plant are required to operate the
26 plant safely and efficiently and to operate it efficiently,
27 you have to read books, you have to study and you have
28 to do it the hard way.

29 MR. WHITE: I think the point is very
30 well taken. It seems to me inevitable that the smaller
installations are going to need fewer and fewer stationary
engineers. Now, if there is an obligation to re-train
a plasterer so as to apply a dry wall, it seems to me



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4 there is a very definite obligation towards these well
5 trained technical men. They should be given the
6 additional training made necessary by technological
7 changes so that they can work in the bigger and more
8 complicated equipment that is coming into use as the
9 smaller equipment is being fully automated.

10 I think your point is very well taken.
11 I think it would be a mistake to contend that this
12 smaller equipment is going to need the care of stationary
13 engineers in twenty or fifty years because it is almost
14 inevitable that it will not. Is that not right?

15 MR. COLE: I would agree with the
16 length of time you are referring to, yes. I think we
17 will, as a matter of fact, probably have boilers that
18 have electrical elements in them, and so on.

19 MR. GISBORN: Is the Hearn Plant
20 operating under certified engineers?

21 MR. PETERSON: Yes.

22 MR. GISBORN: To what extent would it
23 be?

24 MR. PETERSON: The superintendent of
25 the Hearn Plant, as I told you before, was a practical
26 engineer, first class engineer. They have the operating
27 chief who is a first class engineer. Also their
28 maintenance foremen were first class engineers. All
29 practical men and they did have mechanical engineers
30 who were available and probably could have filled the
job, but as Mr. Cole said, a certain extent of our
trade is practical experience, work classification.
If you are a turbine operator, second class man. If



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4 you are a boiler operator, third class man, right down
5 to the feed water plant which requires a helper, a non-
6 certified man, but meanwhile, of course, people come
7 along and they get their certificates but have to wait
8 to get a promotion.

9 Let us not overlook their lectures are
10 based on this course of study. They do not offer their
11 men any more than what is presented in this little book
12 here (indicating). As Mr. Cole has said, it would
13 probably be an advantage to the Hydro and would be an
14 advantage to the rest of us to have a central school
15 where we could all go, and have a really comprehensive
16 correspondence course for the people outside Toronto to
17 take advantage of.

18 MR. GISBORN: This would have to be
19 based on the need for stationary engineers. We would
20 have to have some determination of what the need is
21 going to be for what we now class as operating engineers.

22 MR. PETERSON: I disagree what is going
23 to happen fifty years from now. As the gentleman said
24 this present Act was in force for thirty-five years
25 and it is becoming inadequate. Perhaps a revision is
26 necessary every ten or twelve years.

27 I think it is a little unfair to look
28 ahead forty or fifty years from now and say no, you are
29 not going to require stationary engineers. I think
30 forty or fifty years from now you are not going to
require lots of technicians.

THE CHAIRMAN: The point is do you
actually feel the Government or someone should spend



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4 money to equip a school to train engineers if in ten
5 or twenty years there is not going to be the need for
6 stationary engineers, or very few of them? This is
7 going to be pretty costly, I would think, to equip a
8 school to teach them.

9 MR. PETERSON: The document that a
10 stationary engineer receives entitles him to enter a
11 pretty wide field.

12 MR. COLE: I would like to make comment
13 here. First of all, I suspect that the money that the
14 provincial government has made at our expense --- I do not
15 question their right to do so --- I think should be borne
16 in mind.

17 They derive some profit from the various
18 tradesmen just because they are licensed, and so on.

19 THE CHAIRMAN: The only place we get
20 our profit from is individuals, regardless of whether
21 they are engineers or who they might be.

22 MR. COLE: As you know, years ago
23 practically every plant had a little power plant involv-
24 ing a Corliss engine, uni-flow or something. These
25 uni-flows were dispensed with because of the great
26 saving these companies could achieve by replacing steam
27 generating power with electric motors in view of the
28 fact this economy was based on hydraulically produced
29 electric energy.

30 We were now entering that period, and
I have said before, Ontario is going to be provided with
electrical energy primarily from steam. I submit that
industry, large industries are possibly going to return



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4 to steam, whereas previously the savings of using
5 electrical motors were so great that they just could not
6 carry on with steam. Now the situation may alter.

7 MR. GISBORN: Do you not think in
8 establishing this type of training programme that it
9 would not be of large benefit to the majority of the
10 present percentage of stationary engineers because of
11 the need for refrigeration, electronics, electricity,
12 hydraulics and all of the engineering facets of a plant
13 like the Hearn plant or the proposed new generating
14 plants? Are you not saying we have to go into something
15 a little advanced from what we now recognize as the
operating engineers' occupation?

16 MR. PETERSON: I must point out to you
17 the course of study which is prescribed in this book.
18 Engineers are required to know those things.

19 MR. COLE: I would like to say this,
20 as I pointed out in the brief we would ask Hydro and
21 the people who manufacture the equipment to recommend
22 just exactly what they think should be done in any course
of study.

23 Further, I think that in terms of cost
24 you have been thinking of a plant set up such as the
25 Hearn Plant where they are actually burning coal. I
26 submit a great deal can be learned in cut-away models
27 where the expense involved is much less. Not comparable,
really.

28 Please bear in mind none of these things
29 have been available in the past, and it might help us
30 that a programme, if adopted, would be one whereby a



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5 correspondence course would be available, and to
6 complement the correspondence course there would be a
7 small school established in the Toronto area that people
8 from out of town could come to in the summer months,
9 and so on, to complement, as I say, the correspondence
10 course.

11 MR. MORNINGSTAR: Why not make a
12 special note of this? Probably we could investigate
13 this and something could be done along those lines.

14 MR. PETERSON: This course would not be
15 exclusively used by stationary engineers. The caretakers
16 from Scarborough who are writing fourth class examinations,
17 it would be open to them. It would be open to all
18 people who work in the low class boilers to forward
19 their knowledge.

20 THE CHAIRMAN: Gentlemen, are there any
21 further questions now?

22 MR. MORNINGSTAR: This has been very
23 interesting. I have known people down our way who tried
24 the examination for first or second class, they tried
25 it two or three times and failed. If there was some
26 school, they could get some assistance and could get over
27 the hump.

28 MR. PETERSON: Yes, that is exactly our
29 point. When you are studying on your own, it is hard.
30 It is doubly hard when there is a course. Then you have
31 to pick and choose because some men might not put the
32 time in the course. There is no co-ordination between
33 these men and the Department of Labour.

34 MR. GISBORN: It takes a great deal of



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4 academic knowledge right now to get a second class paper?

5 MR. PETERSON: Yes. Would you care to
6 look at this?

7 MR. GISBORN: I believe I have one.
8 That is put out by the Department?

9 MR. PETERSON: Yes.

10 MR. WHITE: Can you gain admission to
11 the professional engineers as technician-members or
12 whatever they call the membership?

13 MR. PETERSON: We have to write their
14 examination. I think you have to have senior matricula-
15 tion and then you write the Association's examination
16 for admission and then you become a mechanical engineer.
17 You are recognized by the Association as a mechanical
18 engineer.

19 That is rather hard too. I would like
20 to take up this point you brought up. I would personally
21 like to see something between first class engineer and
22 mechanical engineer.

23 MR. WHITE: The Association introduced
24 a class of membership which they called engineering
25 technician or engineering technologist. I do not know
26 which.

27 DOCTOR CRISPO: The three levels of
28 technicians and then technologists and then the engineers
29 themselves. I think for the lower level technician you
30 do not have to have senior matriculation. You have to
have your junior matriculation and several years of
experience in a proper type of operation and then you
write some kind of examination.



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5 MR. PETERSON: I think you would have
6 to check on the details.

7 MR. WHITE: Do they have a special
8 course of study for people who want to go from technician
9 up to technologist?

10 DOCTOR CRISPO: I do not think they
11 offer courses. They can recommend courses through
12 Ryerson or Central Tech.

13 MR. PETERSON: There is just one more
14 point in regard to your question. Recently there has
15 been a development of the spreader type stokers. These
16 were considered obsolete twenty years ago. Now they
17 have improved these stokers and are getting eighty per
18 cent efficiency and they have been coming back, so
19 through increased technology these so-called obsolete
20 pieces of equipment have been improved where they have
21 proved to be of benefit to the manufacturer or the
22 employers who are using them.

23 Thus, an increase in technology means
24 an increase in so-called obsolete equipment also.

25 MR. MORNINGSTAR: It goes hand in hand.

26 MR. PETERSON: Yes.

27 THE CHAIRMAN: Mr. Cole, Mr. Peterson,
28 I want to thank you for your presence here this morning
29 and for bringing this matter to our attention.

30 --- Luncheon Adjournment.



--- Upon resuming at 2.15 p.m.

THE CHAIRMAN: Gentlemen, we have Mr. Deslauriers with us this afternoon of Downsview. Mr. Deslauriers has submitted a brief so we will ask him to start in and go through it.

SUBMISSION

OF

A. N. DESLAURIERS

69 McALLISTER RD., DOWNSVIEW, ONT.

THE HONORABLE MEMBERS OF THE SELECT COMMITTEE ON MANPOWER TRAINING OF THE LEGISLATIVE ASSEMBLY FOR THE PROVINCE OF ONTARIO

The training of workers, and more particularly retraining and up-grading of skills; and the roles of government, industry and labour in this field

I am pleased to submit, as an individual, my views on terms of reference of your Committee as noted above. It is my opinion that your Committee is seriously handicapped in arriving at any solution on this problem due to the lack of precise information on:

- (a) number of bodies involved,
- (b) locations of these bodies,
- (c) past and present levels of education of these bodies,
- (d) job migratory patterns of these bodies across the nation,



(e) rational job descriptions and job duties applicable to these bodies,
(f) wage rates, nationally cross-indexed to job descriptions and job duties,
(g) inherent physical limitations of these bodies nationally cross-indexed to job descriptions and job duties,
(h) inherent mental limitations of these bodies to present and future jobs nationally cross-indexed to job descriptions and job duties.

This kind of list may well be endless but at least the one that I have compiled does serve the purpose of pointing out to you the very large gap that exists between you and the solution to your problem.

I am trying to point out to you that not only do you lack the very necessary data that you require but that you also lack the power and authority that is required to obtain this data in the first place.

Although it is the fashion today (like in the past) to scream the loudest at those elected representatives closest to hand for the solution to any number of insoluble problems, I feel that I am being quite honest when I say that the solution to this problem lies at a legislative tribunal one level of government above this one.

In order to make my case I will now refer to the brochure, "The Need for such a Study", supplied to me and I draw your attention to the last paragraph on Page six. I quote, "At the technician level



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4 the situation is steadily improving but in contrast to
5 most other countries we are still graduating relatively
6 few technicians in comparison to the number of engineers
7 that are being turned out".

8 On reading this statement I get the
9 impression that the writer is trying to tell us that we
10 need to graduate MORE TECHNICIANS. In my own view such
11 an interpretation could very easily lead to a very wrong
12 conclusion due to the complete lack of objective facts
13 surrounding the problem. I mean that this approach of
14 matching numbers of kinds to numbers of other kinds and
15 coming up with a proper ratio sort of approach is, in
16 application to the problems before you, very wrong indeed.

17 Let me illustrate. In the first
18 instance, do we now know to exactly what degree all
19 these engineers are using or are being allowed to use,
20 their professional training? In other words, exactly
21 how many engineers in Ontario are presently being
22 employed as ENGINEERS and how many, having been hired
23 as ENGINEERS, are actually being used as TECHNICIANS?
24 It is surely readily apparent that when this kind of
25 question is asked prior to using merely the numbers of
26 engineers that are employed that we really begin to get
27 some honest answers to the solution of just such a
28 problem. Such other questions arise as; Are the
29 artificial barriers set up by various Engineering
30 Societies across Canada as to what an Engineer's job
duties are and what a Technician's job duties are, set
too high? Is the professional status so assiduously
cultivated and so energetically maintained by various



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4 Engineering Societies an asset or a millstone about the
5 necks of its own adherents? I can, gentlemen, pose
6 these rhetorical questions to you without having to
7 provide you with an answer to anyone of them. I am not
8 here today to answer these questions. I am here to
9 highlight your need for the facts and figures that you
10 are lacking and that you must have if you are ever going
11 to come up with a solution to the problem put before you.

12 In order to whet your appetite for the
13 kinds of facts and figures that lie in wait for your
14 discovery I shall relate the recent experience of an
15 acquaintance of mine. A Technician by training and
16 experience this fellow upgraded himself academically by
17 completing an University Extension Course. His next
18 logical step was to place his application on file with
19 a local firm which specializes in the placement of
20 engineers and technicians. During the course of his
21 interview he was informed that as his work experience
22 was more valuable on the market than his recently
23 acquired higher academic standing they would use the
24 former, ignore the latter, and place his application in
25 their files at the bottom of a list of Professional
26 Engineers that were listed with them who were, (a)
27 unemployed, (b) desired to improve themselves financially
28 or (c) desired work more in keeping with their training
29 AND THAT THIS LIST NOW NUMBERED EIGHTEEN HUNDRED (1800).

30 Let us stay with this recently academi-
cally upgraded Technician for a moment and let us see if
his particular case could possibly give us a few more
startling facts and figures. He knows now what is fact



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5 and what is fancy. He is no longer deluded by the know-
6 ledge that academic upgrading is the full answer to his
7 problem. He fully realizes the large gap that exists
8 between education and experience for a man in the middle
9 span of life. He is no longer deluded by the knowledge
10 that upgrading is the full answer to his problem. He
11 fully realizes the large gap that exists between
12 education and experience for a man in the middle span
13 of life. He is, in the final analysis, merely another
14 number in a long list of numbers that, like himself,
15 are also waiting to be called to some job other than the
16 one they are now performing and that there is nothing
17 else that can be done. He knows that there is a bridge
18 missing. He does not know who is going to supply that
19 bridge. He does not know if someone, somewhere has even
20 started to plan the bridge let alone, someday, decide
21 to actually build it. He waits and while he waits he
22 thinks about these additional facts that, for him at
23 least, are true and inescapable. These are;

- 24 (a) he is now earning more money than graduate junior
25 engineers presently employed,
26 (b) he has undertaken irrevocable financial commitments
27 that seriously limit the salary downgrading that
28 he must take if he wishes to gain experience in his
29 new chosen field,
30 (c) he must be prepared to sacrifice his future pension
rights with his present firm with very little
likelihood of being permitted to enter into any other
firm's pension scheme due to his age,
(d) he is now aware that no agencies exist, either



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4 governmental or social, that are prepared to sub-
5 sidize him while he obtains the experience that he
6 must acquire before he can be employed in his new
7 field at a rate of pay commensurate with the
8 financial load that he is presently committed to,
9 (e) and last but not least this man is now fully aware
10 of the fact that the Universities are turning out
11 many more, young, able engineers who, because of
12 their youth, are able to start with any number of
13 firms at a salary well below his present one and
14 that eventually they too will for one reason or
15 another wish to put their names above his on THE
16 LIST and someday, if he is lucky, his number on
the list will change from 1801 to 2801.

17 THE CHAIRMAN: May I ask how old this
18 man is?

19 MR. DESLAURIERS: He is thirty-nine.
20 We come now, gentlemen, to the very
21 important point of WHO IS GOING TO SUPPLY THIS BRIDGE
22 AND WHEN? We are now no longer in the realm of rhetorical
23 questions. I do have an answer to this question. It
24 is not necessarily the right answer. It is, however, I
25 believe the very starting point of this Committee if this
26 Committee is going to come up with any workable solution
27 to the ponderous problem it faces. The answer, unfortun-
28 ately, does not lie in your hands. Yours is not the
29 Government with sufficient authority to carry it out.
30 Yours is not the Government with the financial resources
necessary to carry out the task that must be fulfilled
before any answers to the many complex questions that



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5 yet remain to be answered can be answered. The answer
6 lies with the Federal Government. The Federal Government
7 is the only government that can in any way, shape or
8 form establish the COMPULSORY enumeration of each and
9 every person, and each and every plant, that is in
10 anyway connected with the education-job-unemployment
11 cycle, and it is THIS ENUMERATION that must be ~~data-~~
12 processed to death on a national basis, before any puny
13 efforts of ours here today may be brought to bear on the
14 problem.

15 I am well aware, gentlemen, that I have
16 used a nasty word. COMPULSORY. No one likes anything
17 imposed from the top. And yet I fear we are faced with
18 two evils. We either delude ourselves, as I believe we
19 have been doing for quite some time now, into thinking
20 that we can solve the problem without any form of
21 compulsion and not get any closer to the final solution
22 than we are today, or we can start here and now and
23 admit to ourselves that COMPULSION is the least of two
24 evils we face and proceed on that basis and finally,
25 someday, arrive at an equitable, workable solution to
26 this education-job-unemployment cycle that keeps re-
27 ccurring at an accelerated tempo as we strive for a
28 solution that forever keeps eluding our grasp.

29 In my own, inept, Layman's manner I
30 have now brought you to the whole point of my brief.

31 I envisage the formation of a National
32 Statistics Advisory Board which would be empowered, by
33 Federal Legislation, to obtain the registration of every
34 citizen from the age of thirteen up; to obtain the



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4 registration of every plant, by type and location,
5 employing fifty employees or more; to obtain the
6 registration of every school, formal or informal, that
7 exists for the training, re-training of children and
8 adults; to obtain the registration of every job and job
9 duties pertaining to each job; to obtain the salary
10 rate of every job; to obtain the various requirements
11 for every job and so on. The actual work of acquiring
12 all these statistics would be vested in Provincial Sub-
13 Boards. The Provincial Sub-Boards would then turn over
14 these statistics to the National Board where they would
15 be filed, Province by Province. They would then be
16 electronically processed with a view to providing to
17 the individual Provincial Governments the effects on
18 the National picture that is created by their various
19 methods of approach to all these problems and what steps
20 the National Board would advise each and every Province
21 to take in order to bring some semblance of order out
22 of the present chaotic situation that we find ourselves
23 in.

24 It is only my intention here to give you
25 a slight outline of what it may be possible to achieve
26 if such a plan were ever put into effect. There are,
27 no doubt, many flaws to my presentation and many obstacles
28 in the way of its eventual formation. Nevertheless I
29 am most gratified for having been provided with the
30 opportunity of putting my thoughts before you. I am
heartened by the fact that a layman like myself and the
many professional experts that will come before you,
have at this time been fortunate enough to find some



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4 level of government willing to grapple with the long
5 delayed solution to this ever recurring problem. I wish
6 you every success in your endeavours and I thank you
7 for your kind attention to my brief.

8 MR. BRUNELLE: What is your occupation,
9 Mr. Deslauriers?

10 MR. DESLAURIERS: Draftsman at Ontario
11 Hydro.

12 MR. HARRIS: What you are really asking
13 for is some method of forecasting just what we need.
14 Is that right?

15 MR. DESLAURIERS: First I would like
16 to see a correlation of all statistics that are available
17 on this problem. Then perhaps one may forecast.

18 DOCTOR CRISPO: In other words, first
19 an inventory of our present resources and then a forecast?

20 MR. GISBORN: Mr. Chairman, I wonder
21 if the gentleman would give his opinion of the statement
22 "the present chaotic situation we find ourselves in".
23 Is this a general thing?

24 MR. DESLAURIERS: This is my personal
25 view. What I mean by that is if you have people moving
26 to Toronto from Newfoundland on the one hand, and
27 British Columbia on the other, the first thing they run
28 into is the level of education.

29 Where they come from it is slightly
30 lower, or in some cases slightly higher, but in the
majority of cases the educational requirements are
slightly lower. When they read the newspapers adver-
tising positions, and I am mainly thinking of white



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5 collar workers, the basic requirements appear today to
6 be grade ten.

7 Well grade ten in Ontario is not
8 necessarily grade ten in Newfoundland or British Columbia
9 so what I say is it is a bit chaotic when you can live
10 in one country and find that although you have had the
11 best schooling from the province you came from, it is
12 not quite enough for an adjoining province, so I think
13 in that respect there is a chaotic condition to begin
14 with.

15 MR. THOMPSON: This fellow with the
16 technical background that took an extension course, one
17 of the problems about the approach is the fact even if
18 we had all the statistics, as you say, he has certain
19 commitments, certain standard of living which he must
20 uphold. After he has his technical training, plus the
21 academic extension course, probably he is going to have
22 to lose a bit in salary.

23 MR. DESLAURIERS: There is more than
24 that. As I pointed out in D page 4. "He is now aware
25 that no agencies exist, either governmental or social,
26 that are prepared to subsidize him ..."

27 I am intimating there perhaps one
28 answer to the problem might be forget the word unemploy-
29 ment insurance, forget the words social assistance and
30 create a more respectable term where a man in the white
collar trade can feel the government and the employer
have combined, like the Workmen's Compensation Board,
to support him in a transition period.

MR. THOMPSON: I would like to get your



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5 opinion on this: The man is taking the academic
6 qualifications, then he starts again into the practical
7 experience as a professional engineer. He does not want
8 to drop down to that salary which a young graduate
9 coming out of university has. Are you suggesting at
10 that point he should be subsidized the equivalent of his
11 standard?

12 MR. DESLAURIERS: Not equivalent, no.
13 These statistics, if you get them, will show this level,
14 bearing in mind the fact what year did he get the N.H.A.
15 mortgage². Then you know the interest he is paying,
16 and additional facts, such as the year he bought the
17 house, then you can say relatively speaking when you
18 bought your house you were fixed so well financially.
19 You have paid up so much of your assets for furniture.
20 Therefore, we have come up with a level of subsistence
21 that is better than the average, it is better than
22 unemployment insurance and we have agreed that this
23 employer and this government will pay 50/50 and you will
24 go to this firm under the understanding that you are
25 being subsidized for a period of time which will come
26 under review. Therefore, when the period of time has
27 elapsed, and your employer is satisfied you have absorbed
28 enough that you could fully earn your salary, then the
29 employer will pay you and the government will step out.

30 MR. THOMPSON: Do you see a conflict
at all with the young university graduate who comes in
that will not get subsidized but is doing the same work?

MR. DESLAURIERS: No. They have their
own field and people to look after them in a sense of



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5 their professional association. Now they have their
6 own problems.

7 The rank and file of the Association
8 of Professional Engineers in Ontario are not happy with
9 their wage rates but they are trying to do something
10 about it within the confines of the legal limitations.
11 In other words, they cannot form a union. They can form
12 an association but they have their own problems and if
13 in time statistics which we gather show they have a case,
14 then surely they can be looked upon like the ordinary
15 white collar worker who is organized today, and perhaps
16 they can be brought into the picture at that time.

17 Up to the present time you cannot very
18 well do much for an engineer who is working for an
19 employer who is also on the Board of the Association of
20 Professional Engineers deciding salaries, duties, etcetera.
21 It is pretty hopeless.

22 MR. EBERLEE: This example you give here
23 strikes me that this fellow really took the wrong course.
24 That he has prepared himself for a field that is over-
25 crowded.

26 MR. DESLAURIERS: Unfortunately, that
27 is the opposite.

28 MR. EBERLEE: It is the opposite despite
29 the fact that there are eighteen hundred people ahead of
30 him?

 MR. DESLAURIERS: I wonder if I am mis-
leading you here. This man did not go to this firm to
take a professional engineer's position, or something
slightly below that. He took a course in business



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4 administration. He has had aptitude tests which have
5 subsequently been confirmed by psychology tests in his
6 own firm and he was found to be eminently suitable for
7 this line of work but when he went to this firm that
8 would be in a position to know where these administrators
9 are required, the first thing they said was let us
10 forget about being a business administrator.

11 You have got experience as a practical
12 engineer here. Let us try and get you a job as an
13 engineer. Then when they told him where his name would
14 appear on the list, they also pointed out to him that
15 unfortunately it would be very difficult to place him
16 anywhere as a business administrator unless he were
17 willing to start at the bottom as an office boy in an
18 hospital or something.

19 He could easily get a position in his
20 present line of work but he decided that he should up-
21 grade himself and he is trying to leave this line of work
22 into this other line of work.

23 MR. EBERLEE: He has upgraded himself
24 in the wrong direction entirely because a need does not
25 exist. If a need existed, obviously he would not have
26 to start as an office boy in that field and the value
27 of your suggestion for a national statistical agency,
28 which would probably take on the job of forecasting,
29 is that they might be able to tell people what direction
30 they should take.

31 MR. DESLAURIERS: I only used one case
32 that I personally know of. Unfortunately it may not be
33 the right case to highlight the main point of the brief.



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5 MR. EBERLEE: Perhaps the money spent
6 in subsidizing a fellow like this should be spent for
7 counselling services and forecasting services, and so
8 forth.

9 MR. DESLAURIERS: There is a field
10 opening up in Ontario especially in business administra-
11 tion with regard to hospitals, and some day there is
12 going to be a screaming need for them and in the not too
13 distant future.

14 Right now Mount Sinai and other places
15 are getting their business administrators from Boston
16 and New York because this is where the top offices are.
17 Now we have our own offices.

18 MR. HARRIS: Are you talking about
19 hospital administrator or business administrator?

20 MR. DESLAURIERS: It is the same training
21 to become a hospital administrator.

22 MR. HARRIS: They are bringing them in
23 from the States?

24 MR. DESLAURIERS: They are, yes. I am
25 trying to point out that this man figured out that the
26 trend for engineering is dying; the trend for drafting
27 is dying. It is almost up to the point now where in
28 the States there is a machine that an engineer can speak
29 into and it will translate his calculations into
30 magnetic tape. It will transfer this to a machine which
will read it, there is a machine to manufacture the
part, transfer it to a truck which will deliver it.
Now we can see the beginning of the end for a tremendous
amount of draftsmen. Now he has seen this and in the



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4 not too distant future we are going to be faced with
5 less and less requirements for draftsmen.

6 We can go across Metropolitan Toronto
7 and find thousands that are being trained in a technical
8 sense some day to be draftsmen. If we had statistics
9 to show what we are going to need, it would be better.
10 Are you going to need these draftsmen in five or six
11 years from now? Perhaps not.

12 THE CHAIRMAN: You actually believe
13 that governments should subsidize anyone who is gain-
14 fully employed unless there is a crying demand for that
15 person?

16 MR. DESLAURIERS: Right. This is the
17 whole basis of it. In other words, if you are going to
18 re-train these people, you will have to subsidize them.
19 I am taking this friend as a case in point because now
20 in the not too distant future he knows he may be unemployed,
21 so in order to help himself he thought he would upgrade
22 himself academically first. He has done this. Now he
23 finds that it has been a perfectly-useless effort at
24 this time because everywhere he goes they just say how
25 many years of experience have you had in this field and
26 if you haven't had any, that is it. We will call you if
27 we need you.

28 He is doing something for himself which
29 I feel this Committee is trying to do; go one step
30 further with this fellow and those who are now employed
and who must be re-trained. This is the point.

THE CHAIRMAN: Any questions?

MR. MORNINGSTAR: Mr. Chairman, this is



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4 pretty deep. This is something new again.

5 MR. CARRUTHERS: Would this mean a
6 certain amount of compulsion?

7 MR. DESLAURIERS: No. Only in the need
8 for ordering companies to give you the information you
9 need. In other words, a lot of companies today will not
10 tell you, as an employee, specifically what your duties
11 are for the money they are paying you. They like to keep
12 it in a nebulous area.

13 Today they may want you to do fourteen
14 things. Tomorrow you are being asked to do fifteen and
15 sixteen. Well, I am doing fifteen today but for the
16 last six months I was doing fourteen but my wages are
17 not going up. They keep it nebulous; just omit to tell
18 you actually there are sixteen pieces to your job.

19 If they are that nebulous between a
20 company and employee, they are going to be that much more
21 nebulous where a government committee our outside body
22 comes to them and says what specifically are the job
23 duties for your five thousand employees, and on what
24 basis do you pay them \$40.00, \$50.00, \$100.00 a week?
25 This is the kind of information you need, if you are
26 going to attempt to assess what the wages are, what the
27 requirements are in order to gauge the training for
28 re-training these people.

29 MR. CARRUTHERS: You are going to
30 subsidize employees. Does this mean you are going to have
to develop an aptitude testing programme?

MR. DESLAURIERS: This could well be
and in certain instances, from what I have read about it,



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4 you can pretty well get a background on an individual
5 from his past history, if you can get it together in one
6 place and compare it with a number of other case histories
7 and strike a mean.

8 In other words, if I had been doing
9 drafting all my life, you will never make a good chauff-
10 eur out of me, but what other field of endeavour requires
11 skills that draftsmen require? Then you can look in
12 those fields for my type and you can get a pretty good
13 idea what my present level of skills are.

14 DOCTOR CRISPO: You are suggesting
15 really that someone in this position should be able to
16 go to some public body and say these are my main skills,
17 this is my past experience. I see this job disappearing.
18 Now, looking at the labour market and the material you
19 have got, what are the openings which I might fit into
20 that look like they have a good future?

21 MR. DESLAURIERS: This is taking it
22 down a little too low. I had in mind you could stop it
23 at the provincial government level if you start at the
24 top in order that the federal government could advise
25 the provincial government that the pattern that is
26 developing in the twelve provinces today is an uneven
27 pattern.

28 We have statistics to show that the
29 migration is from east to centre and from west to centre
30 and that in the centre there appears to be a problem
here, because in the centre, unfortunately Ontario, you
have technical skills higher for many than we are train-
ing people in the east and west. Now, let us get together



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5 on this. Out in the west and out in the east we say that
6 a grade ten educational requirement requires these
7 subjects. Out west you say that a grade nine is equi-
8 valent to grade ten and in the States, when they come
9 from there we won't let them enter our university
10 because they have only completed grade twelve and we
11 require grade thirteen in our high schools.

12 The thing is, you are trying to get a
13 picture of what is happening at the very beginning with
14 your educational problem. Now, once you get that and
15 the provinces are apprised of this situation, then
16 perhaps a Committee of all provincial educational
17 representatives could have a conference and say let us
18 try and harmonize this thing here. These are Canadians
19 in British Columbia or Ontario. ~~They are~~ going to be
20 going across this country. Let us try to assure them
21 that no matter where they migrate to, they will start
22 off at least on an educational level equal. That is the
23 beginning.

24 MR. HARRIS: Have you read what they
25 are doing in France?

26 MR. DESLAURIERS: I am afraid the answer
27 is no.

28 MR. HARRIS: It is very interesting.
29 In France they have it broken down categorically into
30 fifteen categories. They have projected their future
needs and they say we will only need two per cent more
in such and such a place, whereas we need seventy-eight
per cent in something else, all the way through.

What you are saying there is very



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4 similar to what has been done in some countries.

5 DOCTOR CRISPO: In some American States,
6 North Carolina they have done the same thing. 1963 -
7 1965 they need so many this and so many that and I agree
8 with you that some type of forecasting has to be
9 seriously considered.

10 MR. DESLAURIERS: Some province has to
11 start off to lead the way.

12 DOCTOR CRISPO: We have the right
13 government in Ottawa, anyway. Maybe we could approach
14 it this way.

15 MR. HARRIS: May I ask you have you
16 listened to or read what Mr. Piggot, the adult education
17 man has said?

18 MR. DESLAURIERS: I have listened to
19 several of his speeches.

20 MR. HARRIS: He advocates this central
21 authority.

22 MR. DESLAURIERS: Yes, I believe he is
23 one of the proponents of the need for correlation of
24 statistics.

25 MR. THOMPSON: Just to illustrate, if
26 you start at the age of thirteen to find out where these
27 people want to go ---

28 MR. DESLAURIERS: Why start at the age
29 of thirteen in order to know what profession the mass
30 of boys are going to enter, or what line of work they
are going to wish to enter, after they have been brain-
washed?

MR. CARRUTHERS: I think you should



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4 start lower than that. Start almost at the beginning of
5 school. It will change that pattern. We take them in
6 our own school right from the beginning.

7 MR. DESLAURIERS: I understand North
8 York Board of Education is trying a plan with the thought
9 in mind that students that they are educating today will
10 come back to them every five years for re-training, at
11 least five time.

12 Finally it is beginning to simmer through
13 that when you leave grade thirteen, or university, you
14 are really not through because technological advances
15 are so rapid now that what we taught you has gone in the
16 ashcan and you have got to start all over again.

17 MR. CARRUTHERS: Is it not difficult
18 to forecast ten years from now what things will be
19 required?

20 MR. DESLAURIERS: Not necessarily
21 because you do know when you have the additional statis-
22 tics to show what the technological processes will be.
23 In other words, right now you can safely say that you are
24 in the third generation on data processing equipment
25 and can nail it to the wall, first, second, third
26 generation.

27 In other words, the Ontario Hydro
28 installed the I.B.M. equipment five or six years ago
29 and at that time the experts told them you will need
30 seventy-five programmers to run them twenty-four hours
a day to feed the stuff you want. That was fine. They
trained their own seventy-five programmers. In the space
of three years some company phoned them up and said



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5 it appeared we told you you needed seventy-five pro-
6 grammers. Now, you only need twenty because we have
7 pre-programme tapes for your particular need back in our
8 head office and we will sell them to you cheap. You can
9 actually pin this down. They will tell you what they
10 are going to do and what is coming up for the next five
11 years.

12 MR. CARRUTHERS: It is rather frighten-
13 ing.

14 MR. BOYER: I think one of the officials
15 that spoke to us from the Department of Labour in Ottawa
16 argued that there was great advantage to forecasting
17 fourteen years ahead. I go along with Mr. Carruthers.
18 I think it starts at the beginning of school. A boy or
19 girl should be guided in what the needs of the labour
20 market might be fourteen years hence.

21 MR. CARRUTHERS: The only thing there
22 is if you get them at that stage and ask them what they
23 would like to do when they grow up, they will change
24 that.

25 MR. DESLAURIERS: All right, but you
26 find out what their trend is. What is more important
27 is that while you are doing that you should also go out
28 in industry and find out what will industry be like at
29 the time these children are graduated? What is in
30 existence today for a trade or profession may be obsolete
by the time these children reach grade 13 so there is
no point in saying there is going to be a job for these
people if we are still training him five years behind
the time.



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4 We must keep the educational programme
5 abreast with the technological advancements.

6 MR. CARRUTHERS: That is a pretty
7 difficult thing to do.

8 MR. DESLAURIERS: I agree it is not
9 simple.

10 DOCTOR CRISPO: We may have the
11 automated teaching.

12 MR. THOMPSON: Why did you say fifty
13 employees or over?

14 MR. DESLAURIERS: I was told by someone
15 that read over the brief for me that that question would
16 be asked. I just picked it out of the air. It means
17 nothing. I just had to say something. I could have
18 very well said twenty-five. Could have said ten.

19 MR. CARRUTHERS: For example, in the
20 dental profession if fluoridation comes in would it not
21 make a terrific change in the demand for dentists?

22 MR. DESLAURIERS: No. It would make a
23 terrific change in the need for kidney specialists.

24 MR. CARRUTHERS: I would agree with you.

25 MR. DESLAURIERS: That is merely a
26 facecious remark. I know nothing about fluoridation.

27 MR. MORNINGSTAR: That information on
28 page 3, Mr. Chairman, says "In other words, exactly how
29 many engineers in Ontario are presently being employed
30 as engineers and how many, having been hired as engineers,
are actually being used as technicians?" Could the
Labour Department give us that information?

MR. EBERLEE: I imagine it could be



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4 obtained.

5 DOCTOR CRISPO: I don't think you could
6 really, no. You do not know how many engineers end up
7 in managerial positions which require little or no real
8 engineering work.

9 MR. DESLAURIERS: No. They have really
10 become administrators rather than engineers. How many
11 have ended up as salesmen? There is a fine line there.

12 DOCTOR CRISPO: Then there is the
13 problem of the engineer that has been downgraded. In
14 other words, he is doing a technician's work. That is a
15 problem that we have been told about informally and I
16 have learned from other sources that they feel some of
17 their engineers are not doing engineering work and you,
18 coming from the Ontario Hydro will appreciate that fact.

19 MR. DESLAURIERS: Yes.

20 DOCTOR CRISPO: Or you might have some
21 vague idea, I suppose.

22 THE CHAIRMAN: What use would it be?
23 If a man wants to go through and take an education as
24 an engineer and then wants to be a salesman, that is
25 what he wants to be. If he wants to go into management,
26 that is fine. There are a lot of graduate lawyers who
27 are not practising law today. That is their choice.

28 MR. CARRUTHERS: It probably will not
29 do him any harm to take this course. This would probably
30 help him sell his product.

MR. DESLAURIERS: The point I was
trying to make here is that if you decide by the
evolutionary process that you need more technicians,



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5 what I am trying to point out do you really need more
6 technicians or do you really need less engineers being
7 used as technicians?

8 Now the engineers themselves at the
9 lower strata are completely aware of their iniquitous
10 position, that they are being used at too low a scale
11 for their training but if they want to come up within
12 the organization, they must break this in the first five
13 or six years. This is off the top of my head, but they
14 are well aware that one engineer can keep five drafts-
15 men productively employed, to where you have an
16 organization that decides at the top that no one can do
17 a drawing as good as an engineer because he went to
18 university. You have a lot of industries that insist
19 that engineers do the drafting.

20 Now, this is, in the final analysis,
21 a very expensive type of drafting and completely un-
22 necessary, but if statistically you could show this firm
23 that this is costing them hard money, and they could
24 revise their concepts of employment and job duties, I
25 think they would be the first to climb on to it.

26 MR. MORNINGSTAR: You do not have any
27 organization that protects you on this? Do you have
28 any organization like your engineers or technicians
29 association that protects you from industry doing this?

30 MR. DESLAURIERS: I am a little out of
my depth here. From what I have heard of the make-up
of the Association of Professional Engineers of Ontario
it is made up of employers and engineers. Now, if you
are an engineer yourself, you own a company and you want



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5 to hire other engineers. You, as a member of the Board
6 of Directors of the Association of Professional Engineers,
7 have a say in the requirements for engineers. Are you
8 not in a wonderful position of controlling wages for
9 that class of person?

10 MR. MORNINGSTAR: Yes, you would be to
11 a certain extent.

12 THE CHAIRMAN: I would be afraid if we
13 had to set up the government machinery, no matter at
14 what level, I do not think we would ever get it function-
15 ing. Are there any more questions? If not, thank you
16 very much, Mr. Deslauriers, for coming and presenting
17 your brief to us this afternoon. You have given us
18 food for thought. As employees at the provincial level
19 we cannot do much about it but maybe we can talk to our
20 counterparts down there and get some data anyway.

21 MR. DESLAURIERS: Thank you very much,
22 gentlemen.

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--- Hearing adjourned.

SELECT COMMITTEE ON MANPOWER TRAINING

MEMBERS
FOLLOWING

VOLUME
31
1966

DATE
October 3, 1966

J. G. Macdonald, M.P.
Chairman



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SELECT COMMITTEE ON MANPOWER TRAINING

Hearings held before the Select
Committee on Manpower Training, at the
Parliament Buildings, Toronto, Ontario,
commencing at 10.00 a.m. on October
5th, 1962.

PRESENT:

MR. J. R. SIMONETT	CHAIRMAN
MR. J. H. WHITE	MEMBER
MR. J. CHAPPLE	MEMBER
MR. R. BRUNELLE	MEMBER
MR. J. BOYER	MEMBER
MR. A. E. THOMPSON	MEMBER
MR. R. J. HARRIS	MEMBER
MR. R. GISBORN	MEMBER
MR. E. P. MORNINGSTAR	MEMBER
MR. A. CURRUTHERS	MEMBER
MR. J. MORIN	MEMBER
MR. T. EBERLEE	SECRETARY
MR. J. CRISPO	DIRECTOR OF RESEARCH
PROF. LOGAN	

THE CHAIRMAN: Gentlemen, I am sorry that I
cannot get my friend, Mr. Brunelle, to get

THE CHAIRMAN: I think we can start now.



1 MR. BIDDLE: Mr. Chairman, Members of the
2 Select Committee, we feel very privileged to be with
3 you now. First, perhaps it would be best if I were
4 to introduce the officials of The Indian Affairs
5 Branch. My name is Biddle and I am the Placement
6 and Relocation Officer in the Regional Office in
7 Toronto. On my right is Mr. Boisvert and he is from
8 the Regional Office in North Bay, the office that
9 covers the Northern Ontario region. With us is Mr.
10 Howard Rodeen, Superintendent of Schools for the
11 Southern Ontario Region.

12 With your permission, Mr. Chairman, I will
13 read the brief and then afterwards we would be very
14 happy to try and answer any questions that are raised.

15 Introduction

16 The primary function of the Indian Affairs
17 Branch is to administer the affairs of the Indians of
18 Canada in a manner that will enable them to become
19 increasingly self-supporting and independent members of
20 the community. Administration is carried on through a
21 headquarters staff in Ottawa and Indian Agencies in the
22 field, each agency being responsible for one or more
23 reserves and bands. The work of the agencies is supervised
24 by Regional Supervisors. In Ontario, there are 22
25 agencies with a total Indian population of approximately
26 15,000. Twelve agencies comprise the Southern Ontario
27 division with the Regional Office in Toronto. The ten
28 agencies of the northern part of the province are
29 supervised by a Regional Office at North Bay.
30



1 The Indian Affairs Branch has always been
2 concerned with assisting Indians to find employment,
3 and in 1957, a formal Employment Placement Program
4 was initiated. The program was developed at that time
5 primarily as a result of three fundamental factors
6 which came into play after the end of the Second
7 World War. These factors were: The considerable
8 development of health programs for Indians which
9 contributed significantly to the marked upsurge in the
10 population of Indian Reserves; the great strides made
11 in recent years to improve the educational standing of
12 the Indian people; and the changing economy of the
13 Indian Reserves which was forcing Indians in many areas
14 from natural resources to wage employment. It was
15 recognized that with the interplay of these factors,
16 the future of many Indians, and in particular, the
17 younger ones who have had the opportunity for more
18 education, lay in integration in the industrial economy
19 of our country.

20 Indian Affairs Branch is concerned that equal
21 training and employment opportunities be available for the
22 Indians as for the non-Indians. Because of the geograph-
23 ical location of some reserves and their remoteness from
24 areas of industrial activity, Indians find it difficult
25 to learn of job opportunities, particularly the younger
26 Indians who are interested in and looking for apprentice-
27 ship openings in the trades. In this regard, it is hoped
28 that efforts may be made for an increase of apprenticeship
29 program, and that consideration will be given to the
30 needs of apprenticeship opportunities for Indian young



1 people as well as the need for the development of new
2 opportunities in a wider range of employment.

3 The Branch welcomes the opportunity to make
4 this submission to the Select Committee on Manpower
5 Training. In giving our views and observations we hope
6 to be of assistance to the committee in its deliberations,
7 and in this way to be of service to the widely scattered
8 Indian bands in the Province of Ontario.

9 Apprenticeship

10 It is suggested that a reassessment be made of
11 the apprenticeship program in the light of present
12 conditions of employment and in relation to the
13 growth of pre-employment training.

14 It is felt that more Indian apprentices could be
15 trained in Ontario, if sufficient promotion and
16 publicity were given to the program in order to encourage
17 employers to take a more active part. More publicity
18 could be given through the schools so that parents would
19 become more interested in the promotion of apprenticeship
20 among the young.

21 There are many young Indians desirous of becoming
22 tradesmen who are unable to find employment with firms
23 offering apprenticeship opportunities. Because of this,
24 they are barred from the apprenticeship stream. At the
25 same time, many firms appear to hire men as labourers
26 because they have not as yet assumed responsibility
27 for training young men as future craftsmen. This may
28 not be done entirely because they do not wish to train
29 young men, but because they are not familiar or
30 acquainted with the apprenticeship system.



1 It should be stressed that with the growing
2 population of this province, unless sufficient young
3 people are trained, we may be faced, in a few years,
4 with a dearth of skilled help, and could be dependent
5 on those who may be trained through crash programs.

6 The following suggestions are made in the hope
7 they will assist in alleviating some of the problems
8 inherent in the apprenticeship program:

9 (a) Work towards interprovincial and nation-wide
10 acceptance of established standards of
11 qualifications for apprentices.

12 (b) Eliminate or raise the age limit for entry
13 into trades. Scarcity of apprenticeship
14 opportunities as well as other factors such as
15 prolonged illness, etc., debar otherwise
16 suitable candidates who have reached the
17 maximum age limit.

18 (c) Reduce the term of apprenticeship from five
19 to four years, from four to three years, with
20 credits for high school students who enter
21 beyond the minimum grade requirements for each
22 specific trade. Such a credit system would now
23 seem more feasible with the increased number of
24 vocational schools being established under the
25 federal-provincial training program.

26 Carefully selected qualified young men could
27 be recruited at the beginning of their senior
28 high school education, with the explicit
29 understanding that the education they receive
30 in high school will be accepted as part of their



1 apprenticeship in a skilled trade. Thus, when
2 they graduate from high school, they are given
3 credit for one or two years towards their
4 apprenticeship on the basis of the abilities
5 developed while in school. As a result, the
6 length of their post high school apprentice-
7 ship is reduced to a considerable extent and
8 they look forward to employment on the
9 journeyman level in a much shorter period of
10 time.

11 (d) Establish a program of pre-apprenticeship
12 training for all trades.

13 (e) Closer supervision over enforcement of the
14 provisions of the Apprenticeship Act &
15 Regulations. This would reduce the tendency
16 of some firms to employ labourers or helpers
17 rather than bona fide apprentices.

18 (f) To establish a permanent study group to
19 continuously review the future needs of
20 industry for particular skills.

21 (g) Increase classroom instruction from two ten
22 week periods during the length of apprenticeship
23 to one ten week period each year for each of
24 the first three years of apprenticeship.

25 Education and Training

26 Only through full co-operation and mutual
27 understanding of education, industry and labour can a
28 complete and adequate effort be made to provide the
29 integrated training program that is required.

30 Recognition should be made of the need to provide



1 a complete and adequate training program including
2 the necessary training opportunities for persons who
3 have left the regular school system as well as those
4 attending school. Retraining and upgrading of persons
5 within the labour force has become increasingly
6 important to the economy and should be considered a
7 part of the overall program. We would suggest the
8 following to be of significance in developing a program
9 for the training of workers and upgrading of skills.

10 (a) The formation of a permanent study group to
11 consider education and training for
12 industry.

13 (b) The above-mentioned study group to act in a
14 consultative capacity to the organizers of
15 program 5 (Training of Unemployed Workers)
16 and to examine the need for the expansion of
17 courses, training facilities, staff, etc.,
18 and to provide for the adequate distribution
19 of pamphlet type materials outlining details
20 re: costs, enrolment dates, location, types,
21 etc.

22 (c) Programs for the upgrading of skills to be
23 made available in every large centre
24 throughout the province wherever the need is
25 indicated.

26 (d) It is considered that there is an immediate
27 need for an increase in the number of
28 competently trained guidance personnel for---
29 1. Education and vocational guidance at
30 approximately the grade 6 and grade 8
level.

2. Educational and increased vocational guidance at the high school level.
3. Vocational guidance at the adult level. Adult guidance is particularly important and is needed to assist workers to adjust to the changing employment requirements.

Conclusion:

These comments and observations are offered from the viewpoint of Indian Affairs Branch. Further, they are made on behalf of the many capable young Indians in Ontario, who, without the opportunity for apprenticeship or alternative trades training will be prevented from becoming skilled workers in fields for which they have marked potential, and which offer greatly increased satisfaction on the job as well as a higher level of economic security. The Branch hopes that this submission will receive serious consideration and that it will be of help to the committee in the most important task it has undertaken in the name of the Government and people of Ontario.

THE CHAIRMAN: I wonder if I might ask one question. Your heavy population of Indians is where, in the settled part or unsettled part?

MR. BIDDLE: I think that the highest proportion of the population would be in the south and comparatively near to large Indian communities.

MR. BOISVERT: I think I can answer that, Mr. Chairman. We have at the most recent count in Northern Ontario 26,200 odd Indians, of whom the majority are



1 in fairly remote inaccessible areas.

2 THE CHAIRMAN: Port Severn and areas like that?

3 MR. BOISVERT: The Patricia District.

4 THE CHAIRMAN: Away from schools?

5 MR. BOISVERT: We have Indian schools in most
6 Indian settlements, Indian elementary schools.

7 THE CHAIRMAN: Have you a school in Port Severn
8 yet?

9 MR. BOISVERT: Yes, we have.

10 THE CHAIRMAN: A year-round school?

11 MR. BOISVERT: Yes.

12 THE CHAIRMAN: Did this happen within the last
13 year?

14 MR. BOISVERT: I think it is within the last two
15 years. I am sure there is a school there.

16 THE CHAIRMAN: I think it is just a student
17 going up in the summer for two months. That is all it
18 was. What about Winess?

19 MR. BOISVERT: Winess...yes. May be not run by
20 our Branch.

21 THE CHAIRMAN: I was there two years ago in
22 Winess and Port Severan. I couldn't understand, with as
23 many Indians as you have, that there is not a year-round
24 school.

25 MR. BOISVERT: That is a problem that is not
26 always easy to solve as far as the Northern areas are
27 concerned. It is very difficult, first of all, to find
28 a teacher who will go into those areas and remain there.

29 I was under the impression that the Airforce had
30 a school at Winess and the Indian people were attending



THE SECRETARY OF THE
TREASURY
WASHINGTON, D. C.
JANUARY 1, 1900
SIR:
I have the honor to acknowledge the receipt of your letter of the 29th inst. in relation to the matter mentioned therein.
The same has been referred to the proper authorities for their consideration.
Very respectfully,
J. M. [Signature]

Very truly yours,
J. M. [Signature]



1 there.

2 THE CHAIRMAN: That could be. There is a school
3 at Winess now. Whether it is operated through the
4 American Airforce or not, I don't know. I believe it is.

5 MR. BOISVERT: I thought the Catholic Church had
6 established a school at Port Severan.

7 THE CHAIRMAN: It hadn't two years ago. You had
8 a University student up there for two or three months in
9 the summer and he was leaving at the time I was there. I
10 think he told me there were six pupils going out to
11 school.

12 MR. BOISVERT: You may be quite right in that.

13 MR. BIDDLE: I have a copy of the 1959 statistics.
14 I can give you the Indian population by agency throughout
15 the Province. Christian Island had a population of 454.

16 THE CHAIRMAN: They would have no trouble getting
17 education at all. They are close to centres where there
18 are schools.

19 MR. BIDDLE: Fort Francis Agency, 1,529.

20 THE CHAIRMAN: Would they be close to a school,
21 Fort Francis?

22 MR. BOISVERT: I think every occupied reserve
23 under the Fort Francis Agency has a school.

24 THE CHAIRMAN: For secondary education?

25 MR. BOISVERT: No, elementary only.

26 THE CHAIRMAN: They are not too close for
27 secondary, are they?

28 MR. BOISVERT: No. The nearest centre is
29 probably Fort Francis or Kenora.

30 THE CHAIRMAN: Go ahead.



1 MR. BIDDLE: Golden Lake Agency, west of
2 Pembroke, 401.

3 THE CHAIRMAN: They are near a school.

4 MR. BIDDLE: James Bay Agency, population 2,549.

5 THE CHAIRMAN: That would be around Moosonee.

6 MR. BOISVERT: The east and west coast of James Bay.

7 MR. BIDDLE: Kenora, 2,207.

8 THE CHAIRMAN: That would take in what area?

9 MR. BOISVERT: It takes in an area from Drayton
10 westward to Manitoba, Lake of the Woods area, North Bay
11 to almost in some parts it goes beyond the C.N.R. line
12 and enters the Patricia area.

13 THE CHAIRMAN: That would be within the range of
14 schools?

15 MR. BOISVERT: Some of them are pretty remote,
16 those on Lake of the Woods.

17 THE CHAIRMAN: 75 to 100 miles?

18 MR. BOISVERT: It is a question of transportation
19 more than anything.

20 THE CHAIRMAN: What centre there do they make their
21 headquarters?

22 MR. BOISVERT: The agency headquarters is at
23 Kenora for the Kenora Agency.

24 MR. BIDDLE: The Manitoulin Island Agency has a
25 population of 3,600.

26 THE CHAIRMAN: And they are within?

27 MR. BOISVERT: Manitowaning.

28 THE CHAIRMAN: They would have schools there?

29 MR. BOISVERT: Yes, we have a continuation school
30 on the reserve which takes them to Grade 10. The other



1 reserves only have elementary schools. Many high school
2 students go to North Bay or Sault Ste. Marie to continue
3 their education.

4 MR. GISBORN: What is the breakdown of the forty-
5 five thousand as to male, female, and age group? This
6 would give us some idea what we are looking at.

7 MR. BOISVERT: I think we have it available.
8 I can give you some figures in certain age groups.

9 MR. BIDDLE: I can give you the breakdown, if
10 it would be of help to you. These are 1959 statistics.

11 THE CHAIRMAN: You would not have a breakdown
12 of the children from 6 to 16?

13 MR. BIDDLE: Under 6, 6 and under 16, 16 and
14 under 21, 21 and under 65, 65 and under 70, 70 and over.
15 Then another section here for age not stated.

16 THE CHAIRMAN: What percentage then of those
17 would be under 21?

18 MR. BIDDLE: In this one particular agency?

19 THE CHAIRMAN: Yes?

20 MR. BIDDLE: That was the Manitoulin Agency.
21 It had a population of under 6 - 354 males and 344
22 females; 6 and under 16 - males 428, females 464; 16 and
23 under 21 - 162 males and 182 females; 21 and under 65 -
24 779 males and 698 females; 65 and under 70 - 41 males and
25 28 females.

26 Mr. Chairman, I would be very happy to leave this
27 book with the Committee if you find it helpful.

28 THE CHAIRMAN: Yes, perhaps we can get that
29 breakdown so we can look at it. I think under 21 is what
30 you are interested in.



1 MR. GISBORN: Yes. To really look at the
2 problem we have to have some idea what part of the
3 forty-five thousand are we looking at as far as training
4 and apprenticeship in a forecast of four to five years.

5 THE CHAIRMAN: There is one question I would like
6 to ask. You people are with the Federal Government. What
7 is the set up of schools, Federal schools?

8 MR. RODEEN: I would be glad to comment on that.
9 Actually our branch looks upon the provision of schooling
10 as being a Federal responsibility. Now, in discharging
11 this responsibility we are not confined to one means of
12 doing it. For example, our policy now with our growing
13 pupil population, prior to considering adding school
14 facilities on a reserve we always, in conjunction with the
15 local Band Council, contact an adjacent School Board. In
16 many places in the Northern region this is not possible.

17 THE CHAIRMAN: There is no adjacent school?

18 MR. RODEEN: No. We are doing this phase of it
19 as quickly as funds will permit. At the same time,
20 wherever the School Board may be planning to build we
21 keep the Boards informed of our policy. So we have a
22 two-way means of knowing that School Boards are to
23 build, or we let the Boards know that we require
24 facilities. This takes care of our integration aspect.

25 In other words, we still discharge our
26 responsibility so far as the provision of facilities,
27 whether the youngster attends on the reserve or in
28 conjunction with a Provincial School Board.

29 We take the responsibility for the schooling right
30 through high school and then schooling from that point



MR. [Name]: I am, I believe, the

person who has to have some of the

forty-five thousand and we have been

and approximately 100,000 in the

THE [Name] [Name] [Name] [Name]

to sell. You have a great deal of

is the set up of the [Name] [Name]

the [Name] [Name] [Name] [Name]

Actually our [Name] [Name] [Name] [Name]

the [Name] [Name] [Name] [Name]

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the [Name] [Name] [Name] [Name]



1 on is done on an individual merit basis. That is, the
2 youngsters and their parents beyond high school are
3 expected to contribute as much as possible towards
4 post-high school training.

5 I think it is safe to say that every one of the
6 some 60 youngsters we have in University were able to
7 contribute very little the first year but when they were
8 a one-year University student our contributions were
9 required to be quite considerably less, so we are
10 enjoying this co-operation from them.

11 MR. THOMPSON: You mentioned 60 at University?

12 MR. RODEEN: Yes, this is the Canadian picture.
13 This is Canada.

14 MR. THOMPSON: How many school children that
15 started in high school finished high school? A pretty
16 small percentage, I guess.

17 MR. RODEEN: That drop-out picture is a shade
18 higher than the National drop-out picture at the present
19 time but it is a fast closing gap. We are very pleased
20 with the school retention that is developing.

21 MR. EBERLEE: Is your policy to empty the reserves
22 and get the communities into the main-stream life in the
23 Province? I don't see much point in the apprenticeship
24 recommendations and so forth unless that is the policy.
25 There would be nothing for them to do in their own
26 reserves.

27 MR. BOISVERT: We try to get the Indians
28 employment away from the reserve and resettled in another
29 location or city.

30 MR. THOMPSON: Is that the policy of your



1 Department? Or is that an embarrassing question? I
2 realize that many Indians feel they want to keep their
3 way of life on the reserve. Is it the policy of the
4 Department to encourage the young Indian to move into
5 the community?

6 MR. BIDDLE: I would say as far as our own
7 program, our employment program is concerned this is a
8 facility through which any young person, or old person
9 for that matter, living on a reserve, can utilize in
10 locating employment off reserve. This, as you can well
11 imagine, is particularly useful in reserve areas remote
12 from industry. Just to give you an illustration, under
13 the Indian Affairs Branch program, which Mr. Boisvert and
14 I operate, we have a program operating in Toronto and
15 London in the south and individually specially selected
16 candidates are brought in and assisted by the aid of the
17 employment office to find employment. At the same time
18 the program would include counselling and financial
19 assistance until that individual is in a self-supporting
20 position.

21 For the population generally there is very little
22 alternative in many areas but to leave the reserve in
23 order to secure employment. Whether this would mean they
24 leave home or could commute daily depends on the reserve
25 we would be discussing. To a larger extent in the south
26 the Indian people have a far better opportunity of
27 commuting, or at least working away from home but being
28 home at weekends. As you move north this problem becomes
29 more difficult because of the isolated position of the
30 reserves in question.



1 MR. THOMPSON: I am thinking of another group
2 of people. I am thinking of the Eskimos. You will have
3 people such as Bishop Marsh suggesting "Let's let the
4 Eskimos leave the reserve."

5 Now with regard to the Indian Affairs Department
6 and the schools you have on the reserves; please correct
7 me if I am wrong, perhaps you don't pay the teachers as
8 much as the standard, perhaps the standard is not as high
9 as the Ontario educational system. There may be a feeling
10 on the part of some of the schools that these children
11 will stay on the reserve and therefore your basic
12 education of these children is really a conflict with the
13 view you people have of moving them out.

14 MR. BOYER: Could you generalize for the whole
15 of Ontario? There is a difference between the reservation
16 in the south and those in the northeast and northwest. I
17 don't think you are stating a general policy for all.

18 MR. BIDDLE: I would like to pass to Mr. Rodeen
19 the answer as far as the schools and caliber of staff are
20 concerned.

21 MR. RODEEN: I should like to give a little more
22 direct answer to the policy business. You will readily
23 understand we are junior men in the Branch. We are
24 definitely on the local policy-making level. I would
25 say that the philosophy in our schools and the policy
26 of the Branch, though it may appear to be removing the
27 Indian from the reserve, I believe I can stand to be
28 quoted that this is not our set and directed policy, but
29 our young Indian person has the capability of a choice.

30 In other words, there are a good number of young



1 men and young women on the reserves who, by having
2 missed the opportunity, whether it be through our
3 late blooming in services or many other reasons, simply
4 have no choice. They are stuck on the reserve. Our
5 young people who take the normal courses and go right on
6 through will have a choice. I could illustrate in my
7 own area. Forty-seven are back teaching on their own
8 reserves. Some have been attracted by better
9 conditions in neighbouring Provincial schools and have
10 had a choice on leaving. This, I think, is the crux of
11 our schooling.

12 MR. THOMPSON: To clarify my point, take a young
13 boy in Toronto who has mechanical ability, or a girl who
14 has a secretarial background, I can see them adapting to
15 the environment of Toronto. She has taken her educational
16 training along these lines. I can see a young Indian boy
17 up in the north in my friend's riding....

18 MR. BOYER: Moosonee..

19 MR. THOMPSON: I can see him having educational
20 guidance. It may be useful to the mining industry. In
21 a general instance it will adapt him to the environment
22 he will stay in.

23 I see there may be some kind of general philosophy
24 either way giving broad general training to all young
25 Indians so they can move into Toronto or anywhere else.
26 Are we giving them the training so they will be
27 usefully adjusted to the environment wherever the reserve
28 is?

29 MR. RODEEN: I would say the former policy is very
30 near our philosophy.



1 MR. GISBORN: Do the reservations come under
2 the Compulsory School Attendance regulations?

3 MR. BOISVERT: They come under the Indian Act.

4 MR. BOYER: For school-leaving age?

5 MR. BOISVERT: Yes. The School-leaving age in
6 the Act is fifteen.

7 MR. RODEEN: In applying the Act we have found
8 it satisfactory across the Nation to blend in with
9 the Provincial Act as it applies. We find ours is not too
10 far removed.

11 MR. GISBORN: Where you have school facilities
12 they are compelled to attend.

13 MR. THOMPSON: I don't want this question to
14 embarrass you or to be a critical one. I feel it is a
15 complex problem you deal with. Are teachers in general
16 paid the same?

17 MR. RODEEN: A little higher.

18 MR. THOMPSON: Their qualifications are the same
19 as they would be in the Department of Education.

20 MR. RODEEN: Yes.

21 MR. THOMPSON: In the church schools as well?

22 MR. RODEEN: We have had a difficult time
23 replacing all unqualified until recent years. This year
24 in my area I do not have a single unqualified teacher.
25 We are benefitting, of course, from the Province's
26 teacher training program.

27 MR. BOYER: Quite a few schools in the north would
28 be summer schools from May to November?

29 MR. RODEEN: I think there are only five operating
30 now, if I am correct.



1 MR. THOMPSON: Will you tell me how many Indian
2 youth there are in Toronto?

3 MR. RODEEN: As of what hour?

4 MR. BIDDLE: Nobody knows how many Indians are
5 in Toronto. There was a study made in Vancouver. They
6 were interested in how many Indian people there were in
7 the City. The study has just been published. It is my
8 understanding that a study is to be made for Toronto so
9 the social agencies will have a better idea of the
10 number of people in the City at any given time. We would
11 know the figures as far as the number of people we bring
12 in under the educational program or placement of employment
13 program. Otherwise we **just would not** have the figures.

14 THE CHAIRMAN: Your Indians in the settled part
15 of Ontario, they are no different from any other Canadian;
16 am I right or wrong?

17 MR. BIDDLE: You are right.

18 THE CHAIRMAN: Anything this Committee would do
19 for the rest of Ontario would hit the settled part. The
20 other part I am thinking of is that part that is not
21 settled. As far as an Indian living on Christian Island,
22 whatever recommendation this Committee makes they are
23 included along with the rest of the Canadians. It shocked
24 me when I was in Port Severn two years ago and I saw
25 pupils that couldn't go to school because there was no
26 school.

27 MR. BOISVERT: There are many places in the
28 Patricia District where there are nomad bands that roam
29 around and their children never get to school.
30



1 THE CHAIRMAN: I asked this question of Father
2 Moran and the Mason head hunter, if they all moved away
3 from Severn in the winter. They advised me "no". The
4 wives and children stayed.

5 MR. BOISVERT: This has happened in recent years.
6 Up to five or six years ago the families went on the trap
7 lines.

8 THE CHAIRMAN: Evidently they are getting away
9 from that.

10 MR. BOISVERT: They are. As a matter of fact in
11 some places they are getting at least several families to
12 remain behind and look after the children while they
13 attend school.

14 MR. BOYER: When we were on the tour by the
15 Legislature in Northern Ontario a month ago some of his
16 heard the opinion expressed at Moosonee that the school-
17 leaving age might be too high. The Indians normally
18 trained the boys of the band in the skills of trapping
19 and that usually they start to train them about the age of
20 twelve and yet they are kept in school and denied the
21 privilege of learning this old craft.

22 Would you say anything about that? Some people
23 got discussing that. I think we kept an open mind. If
24 there is anything you can say I would like to hear it.

25 MR. BOISVERT: I would think the fault may be at
26 the other end. Our school entry age, according to the
27 Indian Act, is seven. I think there is much to be gained
28 by getting them into school at an earlier age.

29 As far as the school-leaving age of sixteen, it is
30 my personal feeling this sixteen should be extended to



1 eighteen, not particularly with respect to Indians but
2 with respect to all young people. If this means
3 financial help for parents I think we must consider that.

4 The parents today, particularly the ones who are
5 in contact with the white civilization, have recognized
6 the need for education. In the more remote areas, the
7 Patricias and James Bay, parents have not yet recognized
8 the need. There is nothing up there for the children
9 except resource development and whether or not there
10 will be enough natural resources to keep the children
11 is another question. It is not that way now. Most of
12 the hunters must depend partially on welfare payments to
13 make an adequate living. The hunting economy is dying
14 out and dying out very rapidly. It must be replaced by
15 something else.

16 MR. THOMPSON: In the placement in industrial
17 areas the young Indian youth who comes in reflects the
18 problem of a person without too much education. I think
19 the Indian will have problems in connection with bigotry
20 or misconceptions about the Indian. When the young
21 Indian fellow comes out of the reserve and has taken some
22 technical training and would like to get placed do you
23 have hostels? How do you go about getting placement for
24 him? Do you arrange boarding for him?

25 MR. BIDDLE: I can speak for the Southern Ontario
26 region. I would say that almost one hundred percent we
27 use private homes for the accommodation of our Indian
28 placement people. We have been offered hostel facilities
29 that already exist, say in Toronto, operated by the "Y" or
30 other organizations. We find that there is a far better



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Indians and James Bay, parents have not yet recognized
the need. There is nothing up there for the children,
except resource development and weather on the shore.
There will be enough natural resources to keep the children
in another generation. It is not very far away. Most of
the hunters must depend on their own resources or
make an adequate living. The hunting economy is dying
out and dying out very rapidly. It must be replaced by

Mr. THOMPSON: In the classroom, I understand
these are young Indian youth who come in contact with
problems of a person who has no education. I think
the Indian self have problems that connect in their dignity
or misrepresentation about the Indian. When the young
Indian fails to come out of the house and the Indian some
technical training and would like to go to school and
have education. How do you go about getting placement for
them? Do you have to start for them?
Mr. THOMPSON: I am afraid for the Indian situation

region. I would say that almost one hundred percent we
now provide for the accommodation of our Indian
placement people. We have been offered several facilities
communications. We find that there is a limitation



1 chance for the young person in making his adjustment
2 in the City if he is able to be fitted into an ordinary
3 Canadian family. As you can imagine hostel living is a
4 sheltered type of living. There are many life
5 experiences he would not meet up with, which is
6 prolonging the problem. Anyone living in a hostel who
7 is new to the City of Toronto is going to be lonely.
8 This, we find, is one of the biggest problems - the
9 loneliness of the Indian in the urban setting. With that
10 in mind we are more and more utilizing the services of
11 social agencies, such as the "Y", Family Service Bureau,
12 and so on, to assist our young people in seeing that they
13 don't have too much time on their hands and that they
14 become integrated into existing club facilities in the
15 City, as well as counselling them in any particular
16 social problems that they may have in adjusting.
17 That is primarily my function, and that of Mr. Boisvert,
18 to act as counsellor.

19 MR. THOMPSON: When a young fellow comes from
20 the rural setting you help him in selecting a home.
21 Is there some cost you assume?

22 MR. BIDDLE: This would be part of the placement
23 program. We do have this facility to assist him
24 financially with room and board and personal spending
25 money and travel money and clothing, if required. My
26 experience is the Indian young people coming to Toronto
27 and London need very little in the way of clothing. We
28 do have the facility for assisting them if required.

29 MR. MORNINGSTAR: Do you have any Indian people
30 with you in your Department?



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is new to the City of Toronto is going to be lonely.

That, we think, is one of the biggest problems - one

loneliness of the student in the urban setting, with these

in mind we are more and more utilizing the services of

social agencies, such as the "YM" Family Service Bureau,

and the "YW" Family Service Bureau.

And these are the things that we are doing to help

the student in the City of Toronto.

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And these are the things that we are doing to help

and you in your department?



1 MR. BIDDLE: Quite a number, sir. In our
2 Toronto office we have one girl who is a stenographer.
3 Speaking generally throughout the Province we have many
4 Indian people employed by the Indian Affairs Branch, not
5 only at the clerical level but Indian Superintendents of
6 Indian Agencies. Mr. Rodeen will bear me out that in
7 the teaching profession there are many, many Indians
8 teaching in Indian and non-Indian schools.

9 THE CHAIRMAN: These lads you have I think are
10 very fine chaps. Did you pick those boys out to be
11 educated?

12 MR. RODEEN: Let's take for example Jim Powliss.
13 He received his elementary schooling on the Six Indian
14 Reserve and his high school training in Brantford. We
15 have nearly 260 in high school from the Six Nations
16 alone.

17 THE CHAIRMAN: There are no more problems with
18 the Indian any more than with other children?

19 MR. RODEEN: A few. I think it can be said that
20 our problems stem from the fact that a good number of
21 Indian parents in our region are now about where a lot
22 of rural parents were twenty-five years ago. A lot of
23 them are modern and right up to date. I would not want
24 to say this is general. There are a number of parents
25 whose outlook and appreciation for education has still a
26 ways to come and this is a problem to us. It is a
27 problem for the youngsters who are commuting to and from
28 district high schools and it is a problem for homework
29 study space at home.

30 MR. BIDDLE: I don't know if the members have



1 seen this publication. I brought a few along. There
2 are one or two articles that bear out what Mr. Rodeen
3 said about education.

4 MR. THOMPSON: I am impressed that the Indian
5 Affairs had a placement service for young Indian people
6 who are trying to adapt into industry. I am just
7 wondering from the point of view of National Employment,
8 how does it affect you for placement services for Indians?
9 Is this because of the fact he is an Indian that you
10 have this? Why don't you go through the general
11 employment?

12 MR. BIDDLE: This is a very important question.
13 I would like to speak on this. First, of course, we are
14 the Indian Affairs Branch and we are only working with
15 Indians. I would like it to be known by the members of
16 the Committee that we function as placement officers for
17 the program and we could not operate without the
18 assistance of the employment office, the National
19 Employment Service throughout Canada.

20 For instance, I bring in John from the Six
21 Nations Reserve. He has a Grade 12 or 13 standing and
22 has taken a commercial course and is interested in being
23 located in Toronto. I bring him in and soon after he is
24 set up in room and board he is then referred to the
25 Employment Office. We have a special arrangement between
26 the two Departments. We deal exactly on the same basis
27 as any other newcomer into the urban setting and as
28 a newcomer to employment they are really job finders as
29 far as we are concerned.

30 Our specific job is counselling, placement in the



I brought a few things. There
 are one or two articles that have not been
 said about education.

Mr. Thompson: I am interested in the Indian

affairs and a pleasant surprise for young Indian people

who are trying to adjust their lives. I am just

wondering from the point of view of Indian employment,

how does it affect you for instance, because the Indian

is this because of the fact that he is an Indian that you

have this? Why don't you go and get the general

employment?

Mr. Bishop: There is a very important question.

I would like to speak in regard to the Indian, we are

and Indian Affairs and we are very much interested with

education. I would like to know how you are working on

the Commission that is being set up in the Department of the Interior for

the program and we are going to have a meeting with

representatives of the religious groups, the National

for instance, I believe in the future of the

National Institute. We have a number of people in the

and have a committee. We are going to have a meeting in the

National Institute. I believe in the future of the

and we are going to have a meeting in the

Department of the Interior. We have a special arrangement between

the two departments. We are going to have a meeting in the

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Department of the Interior. We have a special arrangement between

the two departments. We are going to have a meeting in the

and we are going to have a meeting in the



1 boarding home and counselling until such time as they
2 are willing to stand on their own two feet.

3 MR. THOMPSON: The Indian boy gets an additional
4 service which the rural boy would not get. He gets the
5 counselling and vocational help. The rural boy coming
6 to the City doesn't have that facility.

7 MR. BIDDLE: I don't think I can answer that
8 responsibly. I do know the social agencies give that
9 service. In B. C. this was offered by the Big Brother
10 movement and others but I am not too sure about how it
11 operates in Ontario.

12 MR. BOISVERT: I don't think you will find the
13 same need for the rural young person as for the young
14 Indian straight off a reservation. Your rural young
15 person today is almost as well versed in the things of
16 today as your City boy. A young person who has lived all
17 his life on a reserve and has not gone off the reserve
18 has led a pretty sheltered and secluded life and has not
19 had contact with the things of the City as even the
20 rural people do today.

21 MR. THOMPSON: You are suggesting there are
22 few problems in connection with the Indian being
23 adopted into the community and you have a special service.
24 My own impression would be there would be a lot of
25 problems, a lot of narrowness and bigotry. People would
26 say they are shiftless and they will disappear when the
27 deer start running. I think you have a very sensitive
28 work to do. I think that is the reason why you have a
29 special service while we don't have a special service
30 for other young people.

boarding home and counseling until such time as they

are willing to stand on their own two feet

MR. TROTT: The Indian boy goes on additional

service when the rural boy would not go. He needs the

counseling and vocational help. The rural boy coming

to the City doesn't have that facility.

MR. TROTT: I don't think I can answer that

responsibility. I do know the social agencies that deal

service. In D. C. this was offered by the Big Brother

movement and others but I am not too sure about how it

operates in practice.

MR. TROTT: I don't think you will find the

same need for the rural young person as for the young

Indian certainly all a reservation. You know young

person today is almost as well versed in the things of

today as your city boy. A young person who has lived all

his life on a reservation and has not gone off the reservation

has led a pretty good and successful life and has not

had contact with the things of the city as even the

rural person today.

MR. TROTT: You are suggesting that the

two problems in connection with the Indian being

the fact that the reservation and you have a special service.

The two problems would be there would be a lot of

problems of the reservation and big city. People who

say they are this way and so you will find people when the

have been on the reservation. I think you have a very sensitive

way to go. I think that is the reason why you have a

special service while we don't have a special service

for other young people.



1 MR. BIDDLE: This is right. The stereotyping
2 into a particular group is long lasting and takes time
3 to die. Speaking of Toronto, we are getting pretty
4 near the position this stereotyping has faded. I venture
5 to say it is because of the special program we have in
6 bringing selected Indians in and letting the non-Indians
7 community see they are no different from the rest of us.
8 They can hold skilled jobs and adjust to urban living.
9 Their only contact perhaps at one time was with the odd
10 drunken bum on skid row. This exists in any community.
11 This is a case of stereotyping. I think this is fading
12 very quickly.

13 MR. THOMPSON: You have an Immigration Department
14 that is doing employment and the Indian Affairs
15 Department. If you had a National Employment Service, as
16 acceptance goes in the community, and the National
17 Employment Services were filled with fully skilled
18 counsellors, no matter the background of any person they
19 could handle the Indian or the immigrant, I would assume
20 the hope is at some future date this would be a
21 co-ordinated agency?

22 MR. BIDDLE: This is right as far as employment
23 is concerned. As you know, it is not part of the
24 function of the National Employment to deal with problems
25 as far as financial assistance goes. There are also skills
26 required in dealing with the social problem. This
27 requires a definite type of training. Let's face it -
28 we need more social workers, not just among the Indian
29 people but the population generally. Until we get these
30 people I imagine the inception of that type of service

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1 is going to be a long way off.

2 THE CHAIRMAN: I am told that Indians are great
3 builders, especially in steel work, great climbers. Have
4 you ever trained any of them to do steel work or is this
5 just a natural acquirement?

6 MR. BOISVERT: The Mohawks have been in the
7 building game for years and years, beginning in the
8 northern part of the United States and the Montreal area
9 and through the St. Lawrence Valley. This is something
10 they seem to take to natrually. We haven't trained
11 anyone in this.

12 THE CHAIRMAN: I notice on bridges, even in
13 Kingston, there will be two or three Indians to every
14 crew.

15 MR. HARRIS: The formation of a permanent study
16 group....Who do you want on that study group?

17 MR. BIDDLE: I would say the formation of such a
18 study group, representing certainly education,
19 management, labour, and bringing in other specialists
20 that would be able to give value to such a study group.

21 MR. HARRIS: Would you have an Indian on that
22 group?

23 MR. BIDDLE: It would depend on the skills of the
24 individual concerned. If we had an Indian with that
25 particular skill I would say "yes". I don't think there
26 is any significance in deciding by Ethnic group the makeup
27 of such a study group.

28 MR. BOISVERT: What we had in mind there was our
29 school system seems to have just grown without any
30 thought as to what industry wants. Therefore, I think



1 we should establish some organization which would make
2 a study and keep up to date on the needs of industry
3 for particular skills.

4 MR. HARRIS: This is apart from the Indians?

5 MR. BOISVERT: Apart from the Indians.

6 MR. BIDDLE: I don't think we made that too clear.

7 MR. BOISVERT: It is a simple fact that the
8 school system does not seem to have taken into
9 consideration what we are going to need in the way of
10 skilled manpower in the future.

11 THE CHAIRMAN: You need skilled Indians in the
12 far north. I notice they use an outboard motor and if
13 it is in trouble up there they put it on the bank. There
14 is nobody to repair it.

15 MR. BOISVERT: I think you will find that most
16 Indians who have outboards can take them apart and put
17 them together again.

18 MR. BRUNELLE: I ~~like~~ like enlightenment on the
19 treaty and non-treaty Indians. Take the James Bay area,
20 there are 2,400 some odd Indians in that area. What
21 percentage of those would be treaty Indians? For instance,
22 we were told at Mobse Factory, I believe, that those are
23 treaty Indians. They appear to have not too much
24 initiative, more or less dependent on their allowance
25 for subsistence. While at Moosonee, I guess those are
26 non-treaty ones, and when the radar construction was on
27 last winter the construction company employed several of
28 the Indians and they were very good workers.

29 I am not too clear in my own mind just who is who.

30 MR. BIDDLE: This is a quite interesting question.

we should establish a new organization which would be
a study and keep up to date on the needs of industry
for particular skills.

MR. HARRIS: This is agreed from the instance?

MR. HARRIS: I don't know the facts of the case.

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MR. HARRIS: I don't know the facts of the case.

1 This is often asked or is the cause of confusion with
2 the public.....Here is a man who says he is not a treaty
3 Indian but he looks like an Indian and is sure an Indian.
4 There are almost as many Indians in Canada who are non-
5 treaty as treaty. In B. C. there are, I think, in the
6 region of thirty-six thousand Indians and they are non-
7 treaty Indians. There was no treaty made by the B. C.
8 Indians with the white man years ago. The same applies
9 in the other Provinces. You have the two groups, some
10 that are treaty and some non-treaty, for the same reason
11 that these groups never made treaties with the white man.

12 In the south of Ontario here we have no treaty
13 Indians. They are the Indian people that moved across
14 the boarder. Mr. Rodeen, when was this? When did they
15 move up, would you know?

16 MR. RODEEN: This depends on the groups. This was
17 mainly at the time of the Revolution, about the time of
18 the finding of Toronto, a little ahead of it.

19 MR. BIDDLE: Treaty or non-treaty they are still
20 subject to the Indian Act. We, as the Indian Affairs
21 Branch, would still be involved. As far as any question
22 about James Bay I would ask Mr. Boisvert to answer that.

23 MR. BOISVERT: All the Indians of James Bay
24 practically are covered by Treaty Nine, which is the
25 treaty between the Dominion Government and the Province
26 of Ontario and the Indian Bands in that area.

27 Now I think there is a lot of misinterpretation
28 about the word "treaty". It doesn't mean too much insofar
29 as the Indian is concerned. Most of the treaties
30 admitted or granted the setting aside of reserves. They



1 also granted the payment of four or five dollars a year,
2 whichever it happened to be, depending on the treaties.
3 Most of the treaties mentioned schools would be built or
4 education provided for the children.

5 Now as far as Indians are concerned the Indian
6 today as a legal status which probably stems from the
7 treaties and it has certain commendations as to right.
8 Forgetting he is an Indian he is just another person.

9 As far as the Branch responsibility is concerned
10 we are responsible to both treaty and non-treaty Indians.
11 Our responsibility is limited to registered Indians,
12 Indians whose names are on a registered band list or a
13 general list.

14 MR. BRUNELLE: Those who are treaty Indians, do
15 they get enough from the Government to live on?

16 MR. BOISVERT: Not as of right. They have the
17 same right as any other person in need of welfare
18 assistance. We have an agreement with the Province of
19 Ontario covering certain bands who operate welfare schemes
20 under the Provincial system, the same as an ordinary
21 municipality. The majority of bands, in Northern Ontario
22 anyway, come under the Indian Affairs Branch for welfare
23 assistance. The Province has no part in that but they
24 have a part in the other.

25 THE CHAIRMAN: An Indian Band under the Federal
26 what do you pay?

27 MR. BOISVERT: The same schedules with the
28 exception that in the James Bay area it is on a different
29 basis. The payments are higher. They are taking into
30 consideration the higher cost. A pound of beef, say in



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also granted the payment of four or five dollars a year, whichever it happened to be, depending on the results. Most of the treaties mentioned above, would be built on educational provision for the children.

Now as far as Indians are concerned the Indian today as a legal status which certainly seems from the treaties and to have certain consequences as to rights. Forgetting he is an Indian he is just another person. As far as the actual responsibility is concerned we are responsible to him for treaty and non-treaty Indians, but responsibility is limited to registered Indians, Indians whose names are on the rolls, and who live in a reserve area.

THE GOVERNMENT: Now, who are these Indians, do they not include the non-registered Indians, do they not include the non-registered Indians? They are the Indians who are not on the rolls, and who live in non-reserve areas.

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1 Big Trout Lake, might cost \$2.00, whereas it is only
2 \$1.09 or \$1.19 here.

3 THE CHAIRMAN: How do you find out these cases?

4 MR. BOISVERT: Most Bands have a Chief and Council.
5 We have tried to set up a system whereby they deal with
6 these themselves. If a person or family is in need the
7 Welfare Council recommends them to the Superintendent of
8 the Agency and it is provided.

9 MR. GISBORN: To what extent has your Department
10 been able to induce those of qualifying age to participate
11 in the present Provincial Institute of Trades and the
12 Program 5?

13 MR. BOISVERT: We are using this quite a lot now.
14 We have had some difficulties with it. I have one
15 particular case that I want to bring to your attention.

16 There is a provision in program 5 which is being put into
17 effect. They will not accept a person for training who
18 is out of school less than six months. It is a tremendous
19 hardship on some families, I would imagine. I have a
20 Grade 12 boy who wants to become an electronic technician
21 and there is a course available at the Provincial
22 Institute of Trades. We cannot get him in under Program
23 5. He came out of school in June. The National
24 Employment Services are very reluctant to take his
25 application. In most cases it is turned down at the
26 regional level.

27 MR. GISBORN: We understood from the directors of
28 the program if there was shown the aptitude there and the
29 motivation generally they got through.

30 MR. BOISVERT: The argument they have presented



1 to me is these people should remain in the general
2 school system and in this case he cannot afford it.

3 MR. EBERLEE: Are there many Indian boys in the
4 apprenticeship system?

5 MR. BIDDLE: In Southern Ontario there are a few
6 now. Many are asking for apprenticeship opportunities.
7 Either they don't exist or we certainly don't hear about
8 them. We have many young people doing labouring jobs
9 who have the education for apprenticeship.

10 THE CHAIRMAN: I suppose the problem is getting
11 indentured to an employer?

12 MR. BOISVERT: Partly. The 21 age limit is a big
13 one.

14 MR. EBERLEE: Pre-apprenticeship training is not
15 required....You mean the employer is not interested
16 unless he has a little bit of pre-training?

17 MR. BOISVERT: That is our stumbling block, the
18 absence of pre-apprenticeship training. In practically
19 every other Province it is available except Ontario.

20 MR. EBERLEE: About point "D" on page 3....Who
21 would take the pre-apprenticeship training? Presumably
22 anyone who had gone under the schools established under
23 the Federal - Provincial program would have pre-
24 apprenticeship training there. Who would take pre-
25 apprenticeship training under "D"?

26 MR. BOISVERT: That is a pretty hard question.
27 There are probably hundreds of people who could. You
28 mentioned we will have this available in our new schools.
29 We haven't got it yet.

30 MR. EBERLEE: Under Program 5 I don't believe

to me is these people should remain in the general school system and in this case be considered as normal.

MR. BELMONT: Are there many children born in the

apparenting system?

MR. LITTLER: On Government children there are a few

now. They are being for apparenting in the system.

Either they don't exist or the system is being done

them. We have many young people coming for training, who

who have the education for apparenting.

MR. BELMONT: I am sure it is being done in the

apparenting system.

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apparenting system.

MR. BELMONT: I am sure it is being done in the



1 they are allowed to teach anything.

2 MR. BIDDLE: That is right. Doesn't handle
3 courses for designated trades.

4 MR. MORNINGSTAR: I see on page 3 they eliminated
5 or raised the age limit for entering into trades. What
6 age do you suggest?

7 MR. BOISVERT: Minimum of 25.

8 MR. THOMPSON: Why have you found this such a
9 handicap for the Indian?

10 MR. GISBORN: You mean a maximum of 25, do you?

11 MR. BOISVERT: Yes. I say minimum age limit..
12 What about the people who are working in trades, not
13 qualified in trades and have no hope ever of becoming
14 journeymen. There are a lot of people like that who
15 would enter pre-apprenticeship training courses. In
16 Northern Ontario we have 2,400 between 15 and 24 and many
17 of them are interested in trades and would like to get
18 into them. They can't get the training in the first place
19 and without the training they cannot get indentured.

20 MR. EBERLEE: Where would the need for their
21 skills be? Would they all have to come to Toronto to
22 practise their trade as journeymen?

23 MR. BOISVERT: If we can get pre-employment
24 training I think you can find jobs in most centres. This
25 is the barrier -- pre-employment training.

26 MR. EBERLEE: I would like to ask a question about
27 "C". Why do you want to knock off a year from the
28 duration of most of the apprenticeship programs? We
29 have had people from the various trades, all of whom have
30 said the five years should be kept or four years strictly



they are allowed to leave anything.

MR. TROTT: Just as the "Secret" hand?

courses for designated leaders.

MR. TROTT: All I see is that they are being

or raised the new level for setting the standard. What

age do you suggest?

MR. TROTT: I think it is

the "Secret" hand. Why have you found this such a

handicap for the "Secret" hand?

MR. TROTT: I am not sure, but I think it is

the "Secret" hand. I am not sure, but I think it is

what about the "Secret" hand? I am not sure, but I think it is

classified in "Secret" hand. I am not sure, but I think it is

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of that are included in "Secret" hand. I am not sure, but I think it is

that these "Secret" hand are the only ones in the "Secret" hand.

and without the "Secret" hand, the "Secret" hand is not

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MR. TROTT: I am not sure, but I think it is

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classified in "Secret" hand. I am not sure, but I think it is



1 adhered to.

2 MR. BOISVERT: I am convinced there is no need,
3 particularly if you couple this with pre-apprenticeship
4 training and extension of classroom instruction during
5 the apprenticeship.

6 MR. EBERLEE: Do you think a man can learn very
7 much about a trade in a classroom?

8 MR. BOISVERT: Yes.

9 MR. EBERLEE: Is it a substitute for one year
10 indentured as an apprentice?

11 MR. BOISVERT: He cannot learn the actual skill
12 and the speed necessary for handling tools, shall we
13 say, in the classroom. Take for example ignition work.
14 He has to have classroom work...or carburetors or
15 automatic transmissions....You can learn all of this on
16 the job if you have a competent teacher but where are
17 you going to find a mechanic or a garage that will take
18 the time to teach them. Most garages are looking for
19 Grade 12 graduates from the mechanical course in the
20 high school.

21 MR. EBERLEE: Having regard to the Indians'
22 background, home life, and so forth, do you think as
23 many Indians can learn to be taught to be grade
24 journeymen in the electric trade, shall we say, as people
25 in other walks of life?

26 MR. BOISVERT: I would say insofar as Indians
27 are concerned they are on a par with the rest of the
28 people in the country. In many cases I would say above
29 the average.

30 MR. EBERLEE: If there were compulsive certification



1 of, say, the electrical trade, meaning nobody could
2 practise the trade without having journeyman's papers,
3 this would not work a hardship on the Indian population?

4 MR. BOISVERT: No, it would not particularly,
5 I don't think, as long as you can establish more
6 opportunities for entry into the trade in some way.

7 THE CHAIRMAN: I think in "G" you campaign for
8 increased classroom instruction from two ten week periods
9 to a ten week period each year.

10 MR. BOISVERT: That again is really coupled along
11 with the other revision of the term apprenticeship,
12 establishment of pre-apprenticeship training programs.
13 C, D, and G are all more or less related.

14 MR. THOMPSON: You are suggesting raising the age
15 limit. I would assume that an Indian over 21 who is
16 married and going to take an apprentice course will get
17 some subsidy from you. Am I correct in that?

18 MR. BIDDLE: If he is brought in under the
19 Placement Program I have mentioned. As an illustration
20 of the problem we meet up with - and I am pretty sure
21 this exists among non-Indians - I have one young fellow
22 sitting around Toronto a year, sitting around waiting for
23 apprenticeship opening. Now he is over twenty-one. Does
24 that mean he cannot be an artisan or professional
25 tradesman? Those young people who get labouring jobs
26 while they are waiting for an apprenticeship opportunity
27 to come along then find they are too old.

28 Then we have the other group who are not ready
29 for employment until they are twenty and they have one
30 year in which to find an opening. Otherwise they are



1 debarred from being tradesmen.

2 MR. THOMPSON: Will you subsidize the young
3 Indian fellow over twenty-one who has a family? This
4 would be tough for him to accept apprenticeship wages.

5 MR. BOISVERT: If necessary we can.

6 MR. THOMPSON: I am thinking of the other young
7 fellow from the City who has also got a family. How
8 does he react to this one fellow getting a subsidy and
9 the other fellow not?

10 MR. BIDDLE: This is a problem we haven't really
11 met up with yet because they are not eligible.

12 THE CHAIRMAN: I guess there would be no
13 comparison, especially if you are talking about bringing
14 in an Indian doing a trade.

15 MR. RODEEN: Could I illustrate a situation
16 which might portray our picture in a little different
17 light? The emphasis that our branch has been putting
18 on school retention and the steps we have taken in
19 applying the Provincial school age leaving regulations
20 is not really very old. We have been really going at
21 the school business for about the last eight or nine
22 years only. We have made tremendous strides in it. I
23 have only been with the Branch seven years but I see a
24 tremendous change. Even when I came in it was a
25 customary thing to see most youngsters leave school
26 because they reached age sixteen, not because they
27 finished Grade 8 necessarily. In Southern Ontario this
28 is quite a little better in some areas.

29 The fact remains we now have a family making
30 age group who were in school ten years ago. They left



laboring hard being tired.

MR. THOMPSON: Will you please use the young

Indian fellow over twenty-one who has a family. It is

MR. THOMPSON: It is necessary to use

MR. THOMPSON: I am positive of the other young

fellow from the City who has a wife and family. Now

there is a fellow from the City who has a family and

the one who is

MR. THOMPSON: This is the one who is

the one who is

MR. THOMPSON: I am positive of the other

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MR. THOMPSON: I am positive of the other

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1 school at sixteen and they are now forming the families
2 on the reserve. Some of them have a nice start on their
3 families. At the time they left they did not foresee
4 the electronic and automotive era. They are not able to
5 sell one item of muscle they counted on selling, or their
6 parents counted on selling and the parents admit they
7 encouraged them to leave school.

8 As a result on one reserve outside of London we
9 had a tremendous relief program some three years ago in
10 the winter. All of us got together and sat down and say
11 "Why?" We took a survey and this is what we found. 167
12 heads of amilies with Grade 7 or below, and a good number
13 of these in the young men category.

14 Now we went to the Indian people themselves. We
15 met with them and said, "Could we commence for you some
16 adult education and up-grading?" The response to the
17 organization meeting here was seventy people. As a result
18 of this we had a course start with an initial enrollment
19 of sixty-five pupils. We have had an adult up-grading
20 course in the Muncy area and this will be the third
21 winter. The school system in London, the technical and
22 high school, are recognizing it and taking it in.

23 I must say from the educator's point of view our
24 choice in counselling and guiding youngsters is limited
25 because they are over the apprenticeship age. Now they
26 have the qualifications and the interest but for them
27 it is too late.

28 I would say that even the temporary removal of
29 this apprenticeship age bracket would help our situation.
30 We believe that we have sufficient grasp on this that it



1 will be very short lived. We think the problem will
2 right itself over the next ten year period and we will
3 have our youngsters in the normal stream.

4 In other words, the Indians are going to do
5 something about this. We have requests for adult up-
6 grading coming in as fast as we can handle them. We
7 think it is a good sign. We will have to go to the
8 Provincial services we have to help us meet the demand
9 or it will have to go unmet.

10 THE CHAIRMAN: What do you feel about eliminating
11 the age altogether? Do you think it would do any harm
12 to the apprenticeship training?

13 MR. BIDDLE: Speaking from the Indian point of
14 view?

15 THE CHAIRMAN: From anyone's point of view?

16 MR. BIDDLE: I would like to see the age limit
17 abolished. I would see myself in a trade at age thirty
18 becoming redundant. What do I do? What hope is there
19 for me. We know, don't we, from our experience that
20 Veterans after the War, men in that age bracket, were
21 able to retrain. I would like to see the age limit lifted
22 completely.

23 MR. THOMPSON: I appreciate very much the
24 recommendations you have made. I would like more facts
25 about job opportunities. I asked about the number of
26 Indians in Toronto. I am inquiring about the Indian off
27 the reserve, whether he is considered an Indian by you.

28 My point is: Are you accumulating the facts of
29 the trend? How many will we have to absorb in the Cities?
30 Can you provide the facts?



right itself over the next two year period and we will

have our youngsters in the normal school.

In other words, the Indians are going to be

graduating coming in as fast as we can handle them. We

think it is a good sign. We will have to do it.

Industrial services we have to sell on what the demand

or it will come to us.

The difficulty is that we have to be doing something

the age structure. Do you want to know what we have

to the people in the area.

It is difficult to find the right people.

The Government is trying to get the people

to go to school. It is like to see the first

generation. I would like to see the first

generation. I would like to see the first

generation. I would like to see the first

generation. I would like to see the first

generation. I would like to see the first

generation.

It is difficult to find the right people.

It is difficult to find the right people.

It is difficult to find the right people.

It is difficult to find the right people.

It is difficult to find the right people.



1 MR. BIDDLE: We can give figures on those we
2 ourselves brought in under the program but we must
3 realize this is purely a voluntary program. There are
4 many moving into urban settings we don't know about.

5 MR. THOMPSON: Any way we can find out?

6 MR. BIDDLE: This would be difficult, I am
7 afraid. You could question all industries...

8 THE CHAIRMAN: You would have to take a census.

9 MR. BOISVERT: I would venture to say in Toronto
10 you would have at least five thousand. The majority of
11 these probably have been here for years.

12 THE CHAIRMAN: Throughout Ontario you will find
13 that?

14 MR. BOISVERT: Yes.

15 THE CHAIRMAN: May be on your street there could
16 be Indians.

17 MR. BOISVERT: Many of them have given up their
18 legal status. This is rather typical amongst young
19 people. They want to get out and make their own way and
20 be independent. They don't want to remain on the reserves.

21 MR. THOMPSON: When you talk about training the
22 young fellows in your part of Ontario, is the Indian
23 Affairs Branch encouraging any sort of industry on the
24 reserve?

25 MR. BOISVERT: Where it is possible we attempt
26 to develop the reserve industry. The main areas are
27 fishing and the logging industry, pulp cutting and timber,
28 et cetera. In Northern Ontario the operations on the
29 Indian Reserves yield about a million and a quarter
30 dollars a year to the Indian people in wages. Fishing, we



1 have a lot of it in the Lake of the Woods and through
2 the Patricia areas but we are still not decided whether
3 this is going to be a really good thing or is going to
4 take something away from them. There is indication now
5 that some of the northern lakes are being depleted by
6 commercial fishing. This may be a bad thing in the long
7 run.

8 MR. THOMPSON: You don't see on some Indian
9 reserves, I am not thinking particularly of your area,
10 an Indian reserve supporting some secondary industry?

11 MR. BIDDLE: In the south there are industries.
12 Cornwall has lacrosse stick manufacturing. There you get
13 secondary activities, a cottage type employment
14 situation that has come into being whereby individuals
15 and families produce certain parts of the lacrosse stick
16 which is passed back to the factory. There are other
17 types such as handicrafts on other reserves.

18 MR. THOMPSON: I would like to make my own point
19 clear. When I was asking about the Indian getting some
20 preferred treatment, for example a subsidy if he was
21 married and over twenty-one, my thinking is not that the
22 Indian should have that taken away, but there should be a
23 common denominator with the rest of the young Canadians,
24 they should have the same subsidy.

25 MR. BOISVERT: We are going from that to
26 assistance under Program 5 now because Program 5 generally
27 yields more to the young Indian person if he is married
28 than any assistance we might be able to give.

29 MR. HARRIS: I may be completely wrong but surely
30 ninety per cent of the brief here is recommendations for



1 everybody; not just for Indians.

2 MR. BIDDLE: Absolutely.

3 THE CHAIRMAN: I think they have a problem in
4 the remote areas of Ontario that does not exist in other
5 places, when you get in the far northwest there.

6 MR. BOISVERT: I think we should be trying for
7 a situation where there will be no more Indian schools
8 and Indian education will become fully the responsibility
9 of the Province, as it is for every other resident of
10 the Province. There is no reason why there should be
11 separation of Indians. If it is a matter of money I am
12 sure it can be negotiated with the Federal Government.

13 MR. MORNINGSTAR: Maybe they want it that way.
14 Maybe they think they will lose their rights?

15 MR. BOISVERT: I don't think so. We are having
16 some difficulty in connection with the joint school
17 program where we tried to integrate the Indian children.
18 I think the Indian people would like to be on a par with
19 the rest of the children rather than being separated from
20 them.

21 MR. BOYER: You pay the continuation of Indian
22 pupils in public or high schools?

23 MR. BOISVERT: Yes.

24 THE CHAIRMAN: Have you any further questions?
25 If not I would like to thank you for preparing and
26 presenting the brief this morning. I am sure we all
27 enjoyed the discussion. Perhaps if you are not too busy
28 in two or three weeks you can help us write a report.

29 MR. BIDDLE: Thank you for the privilege of
30 meeting with you and asking such interesting questions.



1 We would like to say if there are any specifics
2 concerning statistics or any other matters please call
3 on me in the Regional Office in Toronto, or if it is
4 something that needs delving into we will do our best
5 to get it for you.

6 THE CHAIRMAN: We will adjourn the meeting until
7 next Wednesday at 10:30 a.m.

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10 Certified Correct:

11 *M. Chapman*
12 Chartered Shorthand Reporter





SELECT COMMITTEE ON MANPOWER TRAINING

Hearings held before the Select
Committee on Manpower Training, at
the Parliament Buildings, Toronto,
Ontario, commencing at ten-thirty, am.,
on October 10th, 1962.

PRESENT:

MR. J. R. SIMONETT	CHAIRMAN
MR. J. H. WHITE	MEMBER
MR. J. CHAPPLE	MEMBER
MR. R. BRUNELLE	MEMBER
MR. J. BOYER	MEMBER
MR. A. E. THOMPSON	MEMBER
MR. R. J. HARRIS	MEMBER
MR. R. GISBORN	MEMBER
MR. E. P. MORNINGSTAR	MEMBER
MR. A. CARRUTHERS	MEMBER
MR. J. MORIN	MEMBER
MR. T. EBERLEE	SECRETARY
DR. J. CRISPO	DIRECTOR OF RESEARCH
PROF. LOGAN	



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4 --- On commencing at 10.30 a.m.
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6 THE CHAIRMAN: Ladies and gentlemen,
7 I am sorry that we are a little late getting started
8 this morning, but some of our Committee members have to
9 travel a distance, and perhaps the trains were late or
10 the bus was late or the plane was late.

11 Gentlemen, we have a group with us this
12 morning from the Social Planning Council of Metropolitan
13 Toronto. Mr. Rogers is going to present their brief.
14 Mr. Rogers, before you start, I wonder if you would like
15 to introduce the group with you. I think all the
16 Committee members have their names in front of them, so
17 if you cannot see their names, just ask them to turn it
18 around.

19 SUBMISSION

20 OF THE

21 SOCIAL PLANNING COUNCIL OF METROPOLITAN TORONTO

22 APPEARANCES:

23 Mr. G. T. Rogers	Mrs. Olive David
24 Mr. Barry Lowes	Mr. David Friesen
25 Mr. Milton Friedman	Mr. Donald Gardner
26 Prof. John Spencer	Mr. Douglas McConney
27 Capt. Bruce Halsey	
28 Mr. Lloyd Eason	
29 Capt. B. Harcourt	
30 Mr. Warren Clayson	



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3 MR. ROGERS: Thank you, Mr. Simonett.
4 Ladies and gentlemen, I would like first of all before
5 making an introductory remarks, ask the various members
6 of the delegation here to stand as I indicate who they
7 are so that the Committee may know who is present.

8 Mr. Barry Lowes, Member of the Board
9 of Directors, Social Planning Council.

10 Mr. Milton Friedman, member of the
11 Board of Directors, Social Planning Council and Executive
12 Director of the Jewish Vocational Service.

13 Professor John Spencer, of the School
14 of Social Work, University of Toronto.

15 Captain Bruce Halsey, consultant
16 Captain B. Harcourt, Director of
17 Vocational Guidance and Counselling Bureau.

18 Mr. Lloyd Eason, of the Salvation Army.

19 MR. WARREN Clayson, Executive Director,
20 Metropolitan Toronto Association for Mentally Retarded.

21 Then the staff members of the Social
22 Planning Council:

23 Mrs. Olive David and Mr. David Friesen,
24 Executive Secretaries, Area Planning.

25 MR. Don. Garner, Executive Secretary,
26 Section on Aging.

27 Mr. Douglas McConney, S.P.C. represen-
28 tative to Schedule 5 Training Advisory Committee, and
29 Director, Area Planning.

30 This is, I think, the complete group.

Now, I have already told Mr. Simonett,
the Chairman of this Committee, that you people there
are the knowledgeable ones. From my standpoint I have



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4 largely assisted in co-ordinating the work, and questions
5 from the Committee will largely be answered from your
6 group. There is a special request that anyone who is
7 speaking to a question or to a recommendation, that they
8 stand up at least and preferably come forward a bit so
9 that the whole Committee surrounding the table here may
10 hear it, and so that the Secretary may make adequate
11 notes of what you say. Will you please see what ever
12 remarks you are making are made so that they may be well
13 heard by all of the members of the Committee and the
14 Secretary?

15 Now, gentlemen, I have considered this
16 brief at some length with other members of the delegation
17 here. It is a rather lengthy one, and to read it verbatim
18 I think would be a time-consuming operation. My
19 suggestion for the consideration by the Committee is that
20 I go over the outline of it quickly at the start and
21 perhaps read the introductory paragraphs, and then read
22 the background statement leading up to the recommendations
23 in each case, then read the recommendations but leave out
24 the supporting argument which you may scan, and presumably
25 you will have scanned some parts of it before.

26 MR. BOYER: Probably the full brief
27 should go in the record.

28 THE CHAIRMAN: Yes. That is quite all
29 right with the Committee, but when the record is compiled,
30 the whole brief will go in.

MR. ROGERS: Yes. It is not because
we do not think there is very valuable material in the
supporting argument; we think it does do a great deal



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4 to round out the recommendations, but in the interests
5 of time only we feel this is a wise suggestion.

6 THE CHAIRMAN: If you people have the
7 time and can come back this afternoon, it is not necessary
8 that we finish before lunch.

9 MR. ROGERS: I think that has been
10 planned for.

11 THE CHAIRMAN: So we will adjourn at
12 twelve thirty and then meet again at two. If we are not
13 finished and you have the time, we will enjoy having you
14 back.

15 MR. ROGERS: Needless to say we welcome
16 very much the opportunity of bringing this brief before
17 you. We appreciate the fact that the government has seen
18 fit to set up such a Committee and give it such wide terms
19 of reference. I do not intend to make any prolonged
20 introductory remarks, and I would refer you immediately
21 to the table of contents inside the first title page
22 which gives a breakdown of how the brief is organized.
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Introduction

Statements of Principle

Part I: Manpower Training and
Adult Education

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B. Unemployed Workers

C. Handicapped

D. Immigrants

E. Unattached or Homeless Men

F. The Older Worker

Part V: Responsibility and Coordination

Part VI: References

LIST OF RECOMMENDATIONS

STATEMENTS OF PRINCIPLE

1. Manpower training programs should be considered within a concept of education which sees pre-employment education, upgrading and retraining as part of a continuing process of education beginning with the primary and secondary school grades and merging into programs of Adult Education accepted as part of the public system of training.



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5 2. Together with the need for much improved manpower
6 training programs to meet the challenge of technolo-
7 gical change and increased automation, manpower
8 policies must still provide unskilled and semi-skilled
9 job opportunities for those with limited potential
10 and for whom training and upgrading cannot be the
11 answer to employment.

12 PART I: MANPOWER TRAINING AND ADULT EDUCATION

13 RECOMMENDATION 1

14 That programs of manpower training
15 above the secondary school level should be integrated
16 into a broad, comprehensive and flexible framework
17 to provide for inter-related and varied programs of
18 training, retraining and upgrading with maximum
19 flexibility with respect to age and educational qual-
20 ifications. This would include primary and secondary
21 school subjects together with apprenticeship, on the
22 job training, school-work programs; and take place in
23 such settings as existing secondary schools, adult
24 education centres, trades and technical schools,
25 and industrial plants.

26 RECOMMENDATION 2

27 That training programs for adults must
28 be integrated into the established and accepted pattern
29 of education in the community to provide recognized
30 "equivalent" educational standings and certificates
acceptable to employers.



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4 RECOMMENDATION 3

5 That consideration be given by the
6 Departments of Education and Labour to establishing
7 degrees of certification in trades where possible,
8 with courses being designed and entry qualifications
9 established in accordance with the degree of basic
10 skill or basic education needed to perform at a given
11 level.

12 RECOMMENDATION 4

13 That care must be taken to ensure that
14 course content, teaching methods, and teaching staff
15 are appropriate to the age and life circumstances of
16 those taking training.

17 RECOMMENDATION 5

18 That consideration of ways and means to
19 provide adequate numbers of trained personnel as
20 teachers, administrators and counsellors must accom-
21 pany additions and changes to manpower training
22 programs.

23 RECOMMENDATION 6

24 That additional adult education centres
25 such as that established by the Toronto Board of
26 Education be encouraged, such centres not necessarily
27 nor exclusively being equated with a physical
28 building, and with programs being coordinated through-
29 out Metropolitan Toronto and operating on a day and
30 night basis.



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4 RECOMMENDATION 7

5 That more complete and ongoing programs
6 of research and provision of statistics should be
7 provided related to common labour market areas, i.e.
8 Metropolitan Toronto and Area, as well as the Province
9 and Dominion with a wide circulation of information
10 because of the diversity of agencies sponsoring train-
11 ing as well as the need for general public information.
12 This would be furthered by the wider implementation
13 of provisions for research in the Vocational Training
14 Act under which the Federal-Provincial Training
15 Agreements operate and by the establishment of a
16 research centre on either a Provincial or Federal
17 basis to continually assess the effectiveness of train-
18 ing programs, such a centre accepting or initiating
19 experimental training projects.

20 PART II: THE INDIVIDUAL IN TRAINING PROGRAMS

21 RECOMMENDATION 8

22 That skilled counselling must be pro-
23 vided as an integral part of training programs,
24 supported by registration staffs and administrative
25 procedures sympathetic to the individual.

26 RECOMMENDATION 9

27 That training allowances be provided as
28 a necessary part of training programs in amounts
29 sufficient to be an inducement to enroll and remain in
30 a training course until completion.



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4 RECOMMENDATION 10

5 That a closer working relationship
6 between those responsible for training programs and
7 community services such as public welfare, family
8 and youth services, voluntary counselling and voca-
9 tional services is essential.

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11 RECOMMENDATION 11

12 That supervised residences be establish-
13 ed and operated by government and/or private agencies
14 to provide protective and low cost accommodation
15 for persons, particularly youth, in training courses,
16 apprenticeship or low paid employment.

17 PART III: APPRENTICESHIP

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19 RECOMMENDATION 12

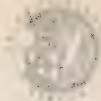
20 That consideration should be given to
21 the program under the Apprenticeship Act being part
22 of a larger and comprehensive training system under
23 a single department organization and direction.

24 RECOMMENDATION 13

25 That age limits as a qualification for
26 acceptance as an Apprentice under the Act should be
27 abolished.

28 RECOMMENDATION 14

29 That terms of indenture respecting wages
30



RECOMMENDATION TO

"That a closer working relationship
between these two agencies for training programs and
community services and as public welfare, family
and youth services, voluntary counseling and voca-
tional services is essential.

CONCLUSIONS

That agencies' work should be coordinated
and supported by government and/or private agencies
to, however, they are not in a position to
for persons, particularly in the field of
appreciation or for paid workers.

REFERENCES

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4 and training allowances be reviewed to provide a
5 reasonable living allowance while in training, with
6 consideration being given if necessary to training
7 grants as a wage supplement to implement adequate
8 allowance.

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10 RECOMMENDATION 15

11 That trades covered by the Apprenticeship
12 Act be those for which apprenticeship, rather than
13 school training, is necessary; and that consideration
14 be given to changes in the required educational
15 qualifications and aptitudes to make them appropriate
16 for each designated and non-designated trade.

17 RECOMMENDATION 16

18 That publicity and active promotion
19 should be considerably expanded in order to increase
20 the number of available placements in industry and the
21 number of applicants as apprentices, along with the
22 general understanding and interest in the Apprentice-
23 ship System.

24 PART IV: SPECIAL GROUPS

25 A. YOUTH AND SCHOOL DROP-OUT

26 RECOMMENDATION 17

27 That vocational and educational guidance
28 services for youth, together with those of counselling
29 for personal adjustment under Board of Education,
30 National Employment Service, and other community



auspices should be expanded and coordinated.

RECOMMENDATION 18

That, as work-study programs could be a desirable transition for many potential drop-outs from school to employment, priority should be given for the implementation of such a program by the Department and Boards of Education.

RECOMMENDATION 19

That a full-time coordinator for programs of training and retraining of youth be appointed in the Department of Education to ensure the most effective use and coordination of all programs under various government auspices.

B. UNEMPLOYED WORKERS

RECOMMENDATION 20

That because of the diverse authorities and organizations involved with training under the Schedule 5 program, and the varied sources for related information and research, the Department of Education should assume a greater responsibility for providing direction and coordination in Metropolitan Toronto, with the required Advisory Committee being advisory to that department rather than to the municipality.

RECOMMENDATION 21

That the meaning of the term "Vocational



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4 Training" be given the broadest possible interpreta-
5 tion in order that the maximum content of appropriate
6 academic upgrading will be included as an essential
7 part of the training program, and that this provision
8 be widely publicized because of early academic res-
9 trictions.

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11 RECOMMENDATION 22

12 That present regulations should be
13 amended to provide payment of training allowances
14 without waiting periods, and without affecting un-
15 employment insurance entitlement.

16 RECOMMENDATION 23

17 That promotion of training programs
18 for unemployed persons should use the best possible
19 techniques and methods of advertising to reach the
20 broadest public and to capture the attention and in-
21 terest of those for whom the information is intended.
22 Notices for a common labour market area, such as
23 Metropolitan Toronto, should be coordinated in common
24 announcements of all courses regardless of municipality
25 or sponsorship.

26 RECOMMENDATION 24

27 That the geographic location of courses
28 in relationship to trainees is important and training
29 should be decentralized where possible. Travel
30 allowances should be paid where appropriate.



C. HANDICAPPED

RECOMMENDATION 25

That training programs should generally be available to handicapped persons and in every way possible take their special needs into consideration.

RECOMMENDATION 26

That the kinds of services provided by several well-developed workshops be expanded greatly, as well as associated assessment and treatment services, to provide a realistic alternative to prolonged care in institutions or inactivity at home. This could be done by workshops under the auspices of the Provincial Government and by increased financial assistance in expansion of existing voluntary services to a wide range of handicapped.

D. IMMIGRANTS

RECOMMENDATION 27

That training should be available under government programs for the adaptation of skills brought to Canada by immigrants.

RECOMMENDATION 28

That special attention must be given to the particular needs of immigrants for basic education, retraining or upgrading to an educational and skill level appropriate to Canadian conditions.



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4 RECOMMENDATION 29

5 That, in those areas of the cities where
6 there are large numbers of non-English speaking new-
7 comers, staffs of employment, adult training and
8 guidance agencies should include personnel with
9 ability to communicate in appropriate foreign languages.

10 E. HOMELESS AND TRANSIENT MEN

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12 RECOMMENDATION 30

13 That our homeless or unattached popula-
14 tion have access to vocational training or vocational
15 rehabilitation programs appropriate to their varying
16 needs and backgrounds including necessary supporting
17 services particularly individualized counselling and
18 guidance.

19 RECOMMENDATION 31

20 That the Training Research Centre re-
21 commended above include in its studies methods of
22 training or otherwise providing employment opportuni-
23 ties for unskilled and under-educated workers.

24 F. OLDER WORKERS

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26 RECOMMENDATION 32

27 That every effort should be continued or
28 initiated to reduce institutional barriers to the
29 employment of older workers, including the preparation
30 and distribution of material on training and placement



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5 of older workers by provincial training authorities
6 together with the educational and interpretive pro-
7 grams presently being conducted by the Federal Depart-
8 ment of Labour and the National Employment Service.

9 RECOMMENDATION 33

10 That the older worker who wants to
11 continue in employment following retirement should
12 have the opportunity for training in addition to
13 employment counselling and placement services.

14 RECOMMENDATION 34

15 That training of those in their middle
16 and later years should not be restricted to those who
17 have been unemployed and full use should be made of
18 schedules under the Federal-Provincial Technical
19 Vocational Training Assistance Agreements, particularly
20 Schedule 3 (Trade and Occupational Training Program)
21 and Schedule 4 (Training Program in Cooperation with
22 Industry).

23 PART V: RESPONSIBILITY AND COORDINATION

24
25 RECOMMENDATION 35

26 That both direction and coordination of
27 provincial and local training programs by the provin-
28 cial government should be increased and consolidated
29 in one department, and to this end an Adult Education
30 Branch should be formed in the Department of Education.
This should be followed by encouraging a similar



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5 organization, wherever appropriate, under local Boards
6 of Education.

7 RECOMMENDATION 36

8 That all possible support should be
9 given to the strengthening of the National Employment
10 Service as an essential agent in achieving an adequate
11 program of manpower training. To this end the Social
12 Planning Council endorses recommendations of the
13 Canadian Welfare Council in its submission to the
14 Special Committee of the Senate on Manpower and
15 Employment in March 1961 in which they urged the
16 separation of the National Employment service from the
17 Unemployment Insurance Commission and its establish-
18 ment as a branch of the Federal Department of Labour,
19 and urges strengthening in every possible way the
20 Special Services Divisions of the National Employment
21 Services.

22 INTRODUCTION

23 The appointment of a select committee
24 on manpower training was welcomed by the Social Planning
25 Council of Metropolitan Toronto. We would commend the
26 wide invitation extended to interested groups and organi-
27 zations in the community to present their views on this
28 most pressing problem. The very broad terms of reference
29 adopted by the committee were likewise encouraging and
30 are reflected in this submission.

31 The Social Planning Council of Metro-
32 politan Toronto is a voluntary council of citizens who



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4 as individuals and representatives of organizations are
5 interested in the general well-being of the community,
6 primarily in the fields of health, welfare and recreation.
7 Projects and studies undertaken by our Council are
8 frequently related to problems of employment and to an
9 individual's capacity and ability to find and keep a job.
10 The social problems resulting from a person's inability
11 to do so, for any one of many reasons, confront this
12 organization and the many groups and organizations with
13 which we work and it is within this frame of reference
14 that this brief is presented.

15 Recent studies and projects of Council
16 have produced findings and recommendations related to the
17 subject of this committee. Recent community meetings and
18 conferences have discussed related topics. The Council
19 has participated in the formation and work of local
20 Advisory Committees to the Schedule "5" Vocational Train-
21 ing Program for Unemployed Persons. Consequently the
22 contents of this brief reflect the active participation
23 of many individuals and representatives of public and
24 voluntary agencies, organizations and citizen groups over
25 the past two or three years. Prior to this submission
26 this brief was reviewed by a variety of groups and
27 individuals in the community and approved by the Board
28 of Directors of the Social Planning Council.

29 We have focussed on five specific areas
30 of concern:

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|---------|--------------------------------------|
| Part I | Manpower training and adult |
| | education; |
| Part II | The individual in training programs; |



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4 Part III Apprenticeship;
5 Part IV Six special categories of persons
6 in the labour force;
7 Part V The responsibility for training
8 programs and coordination.
9

10 STATEMENTS OF PRINCIPLE

11 In the preparation of this submission
12 the Council has been guided by two considerations which
13 we believe are basic to the issues involved.

14 1. Manpower training programs should
15 be considered within a concept of
16 education which sees pre-employment
17 education, upgrading and retraining as
18 part of a continuing process of educa-
19 tion beginning with the primary and
20 secondary school grades and merging
21 into programs of Adult Education accept-
22 ed as part of the public system of
23 training.

24 2. Together with the need for much
25 improved manpower training programs to
26 meet the challenge of technological
27 change and increased automation, man-
28 power policies must still provide un-
29 skilled and semi-skilled job opportun-
30 ities for those with limited potential
and for whom training and upgrading
cannot be the answer to employment.



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4 Manpower training must be more than
5 short term, special skill courses. A program must up-
6 grade or retrain an individual where skills are proving
7 inadequate or out-of-date. It must make up for the lack
8 of an adequate basic education where this is the problem.

9 The Social Planning Council wishes to
10 emphasize the need for a full scale program to be based
11 in a natural development from existing programs of train-
12 ing now under many auspices and focussed largely on the
13 training of specific skills, to the acceptance of adult
14 education in the same way as primary, and secondary
15 education has been accepted in our society. Dr. J. R.
16 Kidd, in a report to the Toronto Board of Education,
17 "18 to 80", notes such a trend in connection with
18 Departments and Boards of Education. He says:

19 "We find this is so in western Europe,
20 in the United Kingdom and in the United
21 States. Increasingly it is so in Canada
22 as well, as provincial departments of
23 education (e.g. in Nova Scotia and
24 Saskatchewan) and boards of education
25 in such cities as Vancouver and St.
26 Catharines have organized special
27 provision for the education of adults
28 just as they had earlier done for
29 primary and secondary school children."(1)
30 This goes beyond the "night school"
concept however. Day and night programs are required
with provision for full time attendance in total educa-
tional programs organized on an adult level.



On the other hand training is not a "cure-all". The opportunity to work will be the only realistic answer for many persons, who for a variety of reasons will always be unskilled or at best semi-skilled. Therefore, while the opportunity of training and upgrading for all who can benefit is essential, the opportunity to work at the level of one's limited potential is also essential.

PART I: MANPOWER TRAINING AND ADULT EDUCATION

Background

In the statements provided to the Council with regard to the Committee's terms of reference the following broad definition of technical and vocational training was included:

"Any form of instruction the purpose of which is to prepare a person for gainful employment in any primary or secondary industry, or in any service occupation."

We believe that this is to be achieved by basing such instruction in a modified and broad concept of adult education to which we referred previously. Developments locally are encouraging with the appointments of a Coordinator of Adult Education by the North York Board of Education and, under the Toronto Board of Education, a Coordinator of Canadian Vocational Training under Programme "5". In addition we would refer to two reports published recently by the Toronto Board of Education: 1959 Study-Tour of Adult Education in selected



American Cities, by Mr. D. S. Mewhort, and particularly the very detailed report of an enquiry concerning the education of adults in Metropolitan Toronto by Dr. J. R. Kidd referred to previously. It is our hope that this Report - "18 TO 80" -- will receive careful study by the Select Committee.

It is within this broader meaning of training that the recommendations in this section are submitted.

Recommendation 1

THAT PROGRAMS OF MANPOWER TRAINING ABOVE THE SECONDARY SCHOOL LEVEL SHOULD BE INTEGRATED INTO A BROAD, COMPREHENSIVE AND FLEXIBLE FRAMEWORK TO PROVIDE FOR INTER-RELATED AND VARIED PROGRAMS OF TRAINING, RETRAINING AND UPGRADING WITH MAXIMUM FLEXIBILITY WITH RESPECT TO AGE AND EDUCATIONAL QUALIFICATIONS. THIS WOULD INCLUDE PRIMARY AND SECONDARY SCHOOL SUBJECTS TOGETHER WITH APPRENTICESHIP, ON THE JOB TRAINING, SCHOOL-WORK PROGRAMS: AND TAKE PLACE IN SUCH SETTINGS AS EXISTING SECONDARY SCHOOLS, ADULT EDUCATION CENTRES, TRADES AND TECHNICAL SCHOOLS, AND INDUSTRIAL PLANTS.

Supporting Statement

Groups in the labour force are not isolated persons of unemployed, handicapped, youth, or older workers, important as classifications may be for identifying special needs and appropriate training



opportunities. Schools, vocational courses, institutes of trades, community agencies or industrial apprenticeship are similarly not exclusive and unrelated in their particular contribution to the training and education of the country's manpower.

Just as the new Robart's Plan for secondary education reflects a need for integration and flexibility in the pre-employment phase of education so must provisions for later training reflect the same need for similar characteristics in an infinitely more complex situation for educating adults in the work force.

The future demands planning and imaginative leadership by government on all levels. It requires a partnership of business, labour, education, government, voluntary organizations and various community groups. New skills and upgraded education must replace inadequate qualifications in order to prevent unemployment, as much as to remedy it. The potential ability of the individual to learn must be the criteria for acceptance rather than arbitrary qualifications of age and primary or secondary school qualifications.

Other sections and recommendations in this brief will refer to more specific proposals of how this might be in part accomplished.

Recommendation 2

THAT TRAINING PROGRAMS FOR ADULTS MUST BE INTEGRATED INTO THE ESTABLISHED AND ACCEPTED PATTERN OF EDUCATION IN THE COMMUNITY TO PROVIDE RECOGNIZED "EQUIVALENT" EDUCATIONAL STANDINGS



AND CERTIFICATES ACCEPTABLE TO EMPLOYERS.

Supporting Statement

The increasing stress on educational qualifications places an obligation on manpower training programs to provide adults with the opportunity to regain lost ground, and, on completion of training, to receive certificates equivalent to the "normal" educational program of Grade X, XII, etc. Certificates of training from special courses must also be acceptable to employers and be used as references in answer to questions about academic and training qualifications. Speaking at the 1961 Midwinter Conference of the Community Funds and Councils of Canada, Miss Ruth Fairbrother of the National Employment Service, Toronto, pointed out that:

" A few years ago, even a year and a half ago, boys with Grade 8, including those who commenced Grade 9, but did not complete it, could be placed in almost any type of industry.

" But, suddenly industry has raised its entry standards also, on the same basis that business has done. The entry jobs themselves may not require any more education or training than they did formerly, but boys are being hired on their potential for promotion, and one of the criteria for that promotion is high school graduation, academic or technical. Only part of this change is



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5 due to the great advance in electronic
6 and technological development." (2)

7 It is important, for both the individual
8 and the employer, that training result in an educational
9 qualification which is readily recognized and accepted in
10 the community.

11 Recommendation 3

12 THAT CONSIDERATION BE GIVEN BY THE DEPARTMENTS
13 OF EDUCATION AND LABOUR TO ESTABLISHING DEGREES
14 OF CERTIFICATION IN TRADES WHERE POSSIBLE WITH
15 COURSES BEING DESIGNED AND ENTRY QUALIFICATIONS
16 ESTABLISHED IN ACCORDANCE WITH THE DEGREE OF
17 BASIC SKILLS OR BASIC EDUCATION NEEDED TO
18 PERFORM AT A GIVEN LEVEL.

19 Supporting Statement

20 It is our hope that course content
21 and the qualifications required of applicants will be
22 realistically related to the academic background and skill
23 potential actually needed to successfully complete a
24 course and for employment.

25 For example, a Grade X minimum is gen-
26 erally required for courses at the Provincial Institute of
27 Trades. This standard ensures knowledge of such subjects
28 as algebra and geometry which are obviously necessary for
29 courses in Radio. On the other hand these subjects are
30 obviously not necessary for other courses such as Barber-
ing or Hairdressing.

We would also suggest that more graded courses



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5 be instituted wherever possible. There is considerable
6 difference between a course for a first class chef and
7 short order cooks in an open kitchen. Just as there are
8 several grades of stationary engineer, so there might be
9 for many other occupations.

10 This is particularly important for
11 persons with limited ability and potential as well as those
12 who have limited formal qualifications and yet have the
13 potential to learn.

14 Recommendation 4

15 THAT CARE MUST BE TAKEN TO ENSURE THAT COURSE
16 CONTENT, TEACHING METHODS, AND TEACHING STAFF
17 ARE APPROPRIATE TO THE AGE AND LIFE CIRCUMSTAN-
18 CES OF THOSE TAKING TRAINING.

19 Supporting Statement

20 A brief was recently prepared by a
21 Citizen's Committee in Toronto concerning educational
22 upgrading and early school leavers. This Committee was
23 composed of a number of Toronto persons all of whom had
24 extensive direct experience of this aspect of the unem-
25 ployment problem through down town church work, welfare,
26 education, labour or placement services. Their brief
27 referred to difficulties of course content and teaching
28 methods.

29 " Experience in our projects so far has
30 shown that content of courses can make
a great difference in motivating adult
students. It would seem, then, advisable



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4 to re-write academic courses in terms of
5 the content of the trades-training which
6 they are intended to precede, in order
7 that trainees may see the utility and
8 purpose of the work demanded of them.
9 Further, experience shows that the two
10 skills most required in trade courses are
11 reading and arithmetic, and that the
12 skills of self-expression are less
13 essential.

14 " It has been found that use of the
15 grade system for adults causes them to see
16 themselves in an unfavourable and dis-
17 couraging light by comparison with their
18 own children. When this happens they
19 tend to become discouraged from attending
20 classes. The grade-school system has
21 been the scene of the first of their
22 failures, and in most cases the failures
23 which have set the stage for a succession
24 of failures. To expect them to return
25 to this scene with any confidence is
26 to expect more than most of us, who have
27 not known anything like the same degree
28 of defeat, could manage. Moreover, the
29 realization of the parents' relatively
30 low level of achievement in academic
subjects seems to obviate for their
children the necessity to persevere in
the more demanding grades and to encourage



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5 them to drop out of school before attain-
6 ing the maximum of which they are capable.
7 A different method of evaluating adult
8 achievement could help to overcome both
9 these problems." (3)

10 We would also include a reference to the
11 planning of courses. Speaking at a recent conference
12 the Director of the Jewish Vocational Service in Toronto
13 suggested that a fundamental aspect of training policy
14 which needs review has to do with the different ways in
15 which educators and vocational specialists, as groups,
16 look upon vocational training and the importance of
17 vocational specialists having a voice in the shaping of
18 vocational training policies with their views being
19 considered before basic decisions are made.

20 Recommendation 5

21 THAT CONSIDERATION OF WAYS AND MEANS TO PROVIDE
22 ADEQUATE NUMBERS OF TRAINED PERSONNEL AS
23 TEACHERS, ADMINISTRATORS AND COUNSELLORS MUST
24 ACCOMPANY ADDITIONS AND CHANGES TO MANPOWER
25 TRAINING PROGRAMS.

26 Supporting Statement

27 The Social Planning Council recognizes
28 the extreme importance of providing appropriate personnel
29 for whatever training is required. This is no simple
30 task. The Report of the Ontario Medical Association's
Conference on Rehabilitation warns of the market shortage
of professional and technical personnel associated with



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4 rehabilitation programs and recommends better financial
5 return to attract individuals and the provision of
6 adequate undergraduate and postgraduate training facili-
7 ties. (4) Implementation of training for the unemployed
8 was marked by a shortage of teachers for the courses
9 being provided.

10 We stressed that special qualities are
11 needed for teachers of adults. In a subsequent recommen-
12 dation we will refer to the need for counsellors and other
13 personnel who can work with adults. Adequate personnel
14 must be recruited and trained and we urge consideration
15 of such recommendations as those contained in J. R. Kidd's
16 report with respect to both formal and in service training
17 for those engaged in adult education. (5)

18 Recommendation 6

19 THAT ADDITIONAL ADULT EDUCATION CENTRES SUCH AS
20 THAT ESTABLISHED BY THE TORONTO BOARD OF EDUCA-
21 TION BE ENCOURAGED, SUCH CENTRES NOT NECESSARILY
22 NOR EXCLUSIVELY BEING EQUATED WITH A PHYSICAL
23 BUILDING, AND WITH PROGRAMS BEING COORDINATED
24 THROUGHOUT METROPOLITAN TORONTO AND OPERATING
25 ON A DAY AND NIGHT BASIS.

26 Supporting Statement

27 The lead taken by the Toronto Board of
28 Education in establishing an Adult Education Centre is to
29 be commended. It is hoped that this will be a permanent
30 establishment and that other similar centres can be
established in the metropolitan area operating on a day



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5 and night basis to provide the maximum opportunity for
6 training. The identification of courses with an adult
7 training centre, rather than with the children's facili-
8 ties and programs, has a great deal of merit and is
9 closely related to previous references to the motivation
10 of people to take training. Additional considerations
11 adapting space and equipment of other facilities to the
12 needs of adults supports the value of such centres.

13 The use of the term, however, need not
14 be applied solely to a physical building used exclusively
15 for the purpose. Decentralized programs at suitable
16 times and in appropriate places can also be indentified
17 as part of the "Centre".

18 We also recognize that other public
19 institutions such as the Provincial Institute of Trades
20 and Ryerson School of Technology fit into this overall
21 pattern of educational centres designed to serve the needs
22 of adults.

23 Recommendation 7

24 THAT MORE COMPLETE AND ONGOING PROGRAMS OF
25 RESEARCH AND PROVISION OF STATISTICS SHOULD BE
26 PROVIDED RELATED TO COMMON LABOUR MARKET AREAS,
27 I.E. METROPOLITAN TORONTO AND AREA, AS WELL AS
28 THE PROVINCE AND DOMINION WITH A WIDE CIRCULATION
29 OF INFORMATION BECAUSE OF THE DIVERSITY OF
30 AGENCIES SPONSORING TRAINING AS WELL AS THE NEED
FOR GENERAL PUBLIC INFORMATION. THIS WOULD BE
FURTHERED BY THE WIDER IMPLEMENTATION OF
PROVISIONS FOR RESEARCH IN THE VOCATIONAL



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4 TRAINING ACT UNDER WHICH THE FEDERAL-PROVINCIAL
5 TRAINING AGREEMENTS OPERATE AND BY THE ESTAB-
6 LISHMENT OF A RESEARCH CENTRE ON EITHER A
7 PROVINCIAL OR FEDERAL BASIS TO CONTINUALLY
8 ASSESS THE EFFECTIVENESS OF TRAINING PROGRAMS,
9 SUCH A CENTRE ACCEPTING OR INITIATING EXPERI-
10 MENTAL TRAINING PROJECTS.

11 Supporting Statement

12 During the initial stages of the
13 activities of the Metropolitan Advisory Committee for
14 Training of Unemployed Workers comparatively complete
15 statistics and information about current job requirements
16 for employers generally throughout the Metropolitan area
17 was available. A special research project was undertaken
18 by the National Employment Service, Toronto Branch, and
19 a creditable picture obtained as of that date. (6)
20 Training programs however must be based on more than
21 spasmodic surveys and the opinions of advisory committee
22 members, no matter how experienced and well informed.
23 Training, retraining and upgrading is a long term invest-
24 ment by the Community, and also by the individuals who take
25 training in the belief that the courses being offered are
26 related to future manpower needs. It is not good enough
27 to plan courses on the basis of informed guesses or
28 because a certain type of facility or an experienced
29 teacher is available as has happened in the past with
30 courses for unemployed workers.

31 The need for a research centre and for
32 experimentation is also closely linked to the needs of
33 special groups. Such a centre could examine factors which



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5 affect the use of training services and alternate methods
6 such as whether courses specially designed for the older
7 or retired worker would be preferable to being included
8 with persons of all ages. Follow-up studies after
9 placement are particularly important.

10 PART II: THE INDIVIDUAL AND TRAINING PROGRAMS

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12 Background

13 The expression that "a nation's people
14 are its most valuable asset" can be truly meaningful only
15 if appropriate opportunities for education, training and
16 employment are available, and if individuals develop and
17 use their physical and mental capacities to the full.
18 Without overlooking the individual's obligation to
19 improve himself, obstacles to such improvement must be
20 removed in every way possible.

21 Many problems confront training programs
22 including those of educational methods, supply of skilled
23 teachers and facilities. But even with the finest of
24 programs the complex problems related to motivating people
25 to accept the need for training and to commit themselves
26 to it must still be dealt with. An individual must be
27 persuaded that it is in his interest to take training
28 although attendance alone does not insure learning unless
29 that person is also motivated to learn. Complex as this
30 problem is with children it is infinitely more so with
adults. The potential to learn must be considered, and
so must attitudes towards previous schooling, the purpose
to be gained from training, the effort that is required,



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4 and the direct or indirect cost involved.

5 Learning cannot be forced and it is
6 doubtful if punitive approaches to training would accom-
7 plish hoped for objectives. Incentives must replace
8 coercion. Job opportunities must await graduates. And
9 trainees must find it economically possible to enroll
10 and remain in training while continuing to meet ongoing
11 financial obligations as adults.

12 Generally, community attitudes do not
13 help as adult education is not commonly accepted in our
14 society in the same way as in universal public education
15 for children. An individual who feels secure in a job
16 may see no need for upgrading. The unemployed man is
17 confronted with feelings of failure, inadequacy and
18 depression often leading to increasing deterioration to
19 the point where any desire for improvement, training or
20 even work itself can be lost.

21 Training programs then must recognize
22 the factors of motivation and the human element involved.
23 The need for special services and approaches in providing
24 training must be accepted if the objective of such train-
25 ing programs is to be fully achieved.

26 At first glance it may be argued that
27 this introduces prohibitive costs which are secondary to
28 the basic purpose of the training course itself. It is
29 our belief that training will never reach a substantial
30 number of those for whom it is intended without the
necessary supporting services and the costs involved will
produce substantial dividends. This is illustrated by
figures quoted in the Canadian Welfare Council's brief



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4 to the Special Committee of the Senate on Manpower and
5 Unemployment in 1961. (7) The Civilian Rehabilitation
6 Branch of the Federal Department of Labour estimated that
7 the care of a group of over 5200 handicapped men and
8 women with a total of almost 4000 dependants was costing
9 their family or their community some \$3,878,000 a year.
10 80% of these handicapped persons were without any earnings
11 at all and half of them were receiving public assistance.
12 After rehabilitation, the same 5,200 people together
13 earned some \$9,633,000 annually. They were self-support-
14 ing members of society, leading useful lives and making
15 worthwhile contributions to the economy.

16 Recommendation 8

17 THAT SKILLED COUNSELLING MUST BE PROVIDED AS AN
18 INTEGRAL PART OF TRAINING PROGRAMS, SUPPORTED
19 BY REGISTRATION STAFFS AND ADMINISTRATIVE
20 PROCEDURES SYMPATHETIC TO THE INDIVIDUAL.

21 Supporting Statement

22 The need for counselling services is
23 basic to any training program. In its simplest form the
24 point is essentially this: it is just not enough to
25 announce courses and accept or reject applications on the
26 basis of the written information and qualifications. We
27 assume that the purpose of training programs is to upgrade
28 the manpower force. In individual terms this is the
29 improvement of personal ability and qualifications includ-
30 ing "rehabilitation". This will be achieved when every
possible measure is taken to relate the needs of the



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4 individual to the training program.

5 Adequate counselling is needed to ensure
6 that a person understands what various courses have to
7 offer. There must be an assessment of past experiences
8 and potential ability. A prospective trainee must be
9 helped to make choices based on a realistic understanding
10 of his own capabilities and interests and of his future
11 employment prospects. It will be frequently necessary to
12 help someone see the relevancy of training for him and to
13 work through related problems including those of family,
14 accomodation, and maintaining an income.

15 We would wholeheartedly concur with
16 D.S. Mewhort in his report to the Tornto Board of Education
17 on a 1959 Study-Tour of Adult Education when he says:

18 "School boards contemplating a start in
19 programming courses in the publicly
20 supported school systems frequently begin
21 with a teacher, a classroom and some
22 students. It is my impression that this
23 kind of beginning has its parallel in
24 the huntsman who rushes into the forest
25 firing shots in all directions before he
26 has located the tiger. It is my im-
27 pression that one prime essential of a
28 comprehensive adult programme is an
29 adequate, carefully selected staff of
30 expert counsellors." (8)

31 The development of the present provincial
32 rehabilitation services in which counselling and vocational
33 assessment plays a key part is one encouraging illustration



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4 of this recommendation.

5 In addition we would stress the import-
6 ance of registrars, clerks, training officers and others
7 handling enquiries and applications in a sympathetic
8 and understanding manner. Administrative procedures must
9 similarly be designed to this end. Each adult brings to
10 an enquiry about training his own peculiar background,
11 personal situation, motivations and aptitudes. His feel-
12 ings about the prospect of training may well be confused
13 and uncertain, with considerable anxiety involved. The
14 right kind of reception and help at this stage can often
15 mean the difference between encouragement and successful
16 training or perhaps discouragement and either no training
17 or an inappropriate selection of courses.

18 Recommendation 9

19 THAT TRAINING ALLOWANCES BE PROVIDED AS A
20 NECESSARY PART OF TRAINING PROGRAMS IN AMOUNTS
21 SUFFICIENT TO BE AN INDUCEMENT TO ENROLL AND
22 REMAIN IN A TRAINING COURSE UNTIL COMPLETION.

23 Supporting Statement

24 The necessity of an adequate income to
25 meet personal and dependents' needs while taking training
26 is obvious. Veterans' allowances to World War II veterans
27 which enabled thousands to remain for extended periods in
28 educational programs is one example of training grants as
29 an inducement to education.

30 Such allowances however must bear a
reasonable relationship to previous earnings and existing



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4 commitments for expenses. An extended training period
5 under a minimum allowance is often not a reasonable
6 alternative to employment insurance or public assistance.
7 Where appropriate, training is a preferable program of
8 "rehabilitation" over long enough periods of time to
9 ensure adequate training. An adequate scale of allowances
10 will help make this possible.

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12 Recommendation 10

13 THAT A CLOSER WORKING RELATIONSHIP BETWEEN
14 THOSE RESPONSIBLE FOR TRAINING PROGRAMS AND
15 COMMUNITY SERVICES SUCH AS PUBLIC WELFARE,
16 FAMILY AND YOUTH SERVICES, VOLUNTARY COUNSELLING
17 AND VOCATIONAL SERVICES IS ESSENTIAL.

18 Supporting Statement

19 The Council recognizes that this can
20 imply costly and time consuming arrangements in communica-
21 tion, meetings, conferences, etc., and therefore such
22 relationships must be achieved in as simple and economical
23 way as possible. Nevertheless, a relationship is
24 important if those who are in greatest need of rehabilita-
25 tion are to receive this help, and if training programs
26 are to achieve their needed flexibility in such matters
27 as qualifications, content and location. Similarly,
28 counselling and other services to potential trainees must
29 be realistic with respect to training, employment
30 situations, and labour market conditions generally.

This can be achieved through such means
as keeping agencies informed of current courses; use of



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5 advisory committees; periodic conferences to consider
6 suitability of course qualifications, and simply a
7 recognition by all concerned that welfare programs and
8 training are related.

9 Recommendation 11

10 THAT SUPERVISED RESIDENCES BE ESTABLISHED AND
11 OPERATED BY GOVERNMENT AND/OR PRIVATE AGENCIES
12 TO PROVIDE PROTECTIVE AND LOW COST ACCOMMODATION
13 FOR PERSONS, PARTICULARLY YOUTH, IN TRAINING
14 COURSES, APPRENTICESHIP OR LOW PAID EMPLOYMENT.

15 Supporting Statement

16 Studies (9) have indicated that more
17 supervised hostel accommodation is needed in Metropolitan
18 Toronto for youth and young adults new to the city or
19 without suitable supervision. This is particularly
20 applicable to handicapped persons and others where low
21 income is a problem. The Council would therefore, like
22 to see the establishment of non-profit or subsidized
23 residences for young people who are enrolled in vocational
24 training courses, work-study programs, apprenticeship or
25 low paid employment. Such accommodation could be provided
26 for persons whose homes are not in the metropolitan area
27 or for those without homes or appropriate guardianship.
28 These hostels might be government operated as in the
29 United Kingdom and France or administered by voluntary
30 agencies.



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4 PART III: APPRENTICESHIP
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6 Background

7 Rehabilitation and welfare organizations
8 associated with the Social Planning Council have express-
9 ed concern over an extended period, with regard to the
10 Apprenticeship program. A conference on "Employment and
11 Community Resources" sponsored by the Social Planning
12 Council in 1960 included this topic. More recently,
13 other meetings and studies on the subject of retraining
and unemployment have heightened this interest.

14 The recommendations which follow are
15 based on these various sources.

16 In general, we have been struck by the
17 ineffectiveness of our Canadian programs when compared to
18 the apparent success of those in some western European
19 countries. It would appear that our legislation, if
20 amended and aggressively implemented would provide con-
21 siderable improvement. As it is now, however, neither
22 the needs of industry nor of many potential apprentices
are being properly served.

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24 Recommendation 12

25 THAT CONSIDERATION SHOULD BE GIVEN TO THE
26 PROGRAM UNDER THE APPRENTICESHIP ACT BEING PART
27 OF A LARGER AND COMPREHENSIVE TRAINING SYSTEM
28 UNDER A SINGLE DEPARTMENT ORGANIZATION AND
DIRECTION.
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Supporting Statement

At present our various vocational and training programs are operated under a variety of auspices. There appears to be insufficient referral to the apprenticeship system from present educational systems and other groups and there is too much competition for the scholarship students. The apprenticeship program suffers most from this because it seems to be considered by school guidance personnel and others as being separate from the mainstream of education. Consideration should be given to incorporating apprenticeship into the main system of education so that the flow of students from one institution to another can be more easily effected. Students from high school, or even from the public school, should be able to move into apprenticeship more smoothly. Consequently, consideration should be given to transferring complete responsibility for apprenticeship courses from the Department of Labour to the Department of Education.

There is a danger in integrating training programs that apprenticeship could be lost in the mass of courses, especially with our traditional emphasis on academic subjects. To avoid this and to provide the necessary leadership to apprenticeship and all vocational training consideration should be given to the appointment of a director of vocational training.

Perhaps with closer integration the interruption of training which occurs with lay-offs on the vulnerability of apprentices due to seniority could be minimized by a continuation of training, possibly in



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5 an Adult Education Centre.

6 Recommendation 13

7 THAT AGE LIMITS AS A QUALIFICATION FOR ACCEPT-
8 ANCE AS AN APPRENTICE UNDER THE ACT SHOULD BE
9 ABOLISHED.

10 I have an added later reference to a
11 comment that has come in through the John Howard Society,
12 if I may just quote this as a matter of an aside here.
13 The significant note is it comes from that source. It
14 will be with that material. I would also like to add
15 a reference from the John Howard Society to Honourable
16 W. K. Warrender, Minister of Labour, dated January 16th,
17 1962. This letter presents the case for upward revision
18 of age limits in the light of their experience, and we
19 would hope the contents have been passed on to you.

20 THE CHAIRMAN: It has, yes.

21 MR. ROGERS:

22 Supporting Statement

23 The appropriateness of apprenticeship
24 training is by no means limited to youth. Young people
25 often do not acquire the necessary motivation to pursue
26 apprenticeship until they have been in the labour field
27 for several years and discover the lack of opportunity
28 unless they acquire a trade. Such persons would frequently
29 bring more maturity and experience to training and become
30 more useful apprentices and ultimately more effective
tradesmen. For many reasons persons over twenty-one years
of age may wish to acquire new skill and a new occupation



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4 and could find a future in a designated trade. Undoubtedly
5 many more persons could be suitably retrained in trades
6 where their interests and aptitudes lie if the age limits
7 for apprenticeship were not a barrier to such training.
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9 Recommendation 14

10 THAT TERMS OF INDENTURE RESPECTING WAGES AND
11 TRAINING ALLOWANCES BE REVIEWED TO PROVIDE A
12 REASONABLE LIVING ALLOWANCE WHILE IN TRAINING,
13 WITH CONSIDERATION BEING GIVEN, IF NECESSARY,
14 TO TRAINING GRANTS AS A WAGE SUPPLEMENT TO
15 IMPLEMENT ADEQUATE ALLOWANCES.

16 Supporting Statement

17 We have already referred to the principle
18 of adequate allowance in training programs. It is
19 questionable if rates of allowance or remuneration for
20 the limited number now apprenticed are sufficient to act
21 as an inducement. For older apprentices which would
22 result from changes in present age limits rates of pay
23 and allowances would need to be increased. To the extent
24 that increases might require training grants to supplement
25 reasonable wage levels, this should be considered.

26 Recommendation 15

27 THAT TRADES COVERED BY THE APPRENTICESHIP ACT
28 BE THOSE FOR WHICH APPRENTICESHIP, RATHER THAN
29 SCHOOL TRAINING, IS NECESSARY: AND THAT
30 CONSIDERATION BE GIVEN TO CHANGES IN THE REQUIRED
EDUCATIONAL QUALIFICATIONS AND APTITUDES TO

and would find a future in a career for which, undoubtedly, many more persons could be suitably prepared in trades schools than their interests and aptitudes in the age limit for apprenticeship would not be a barrier to such training.

Recommendation

That the Commission be authorized to conduct a study of the problem of the training of apprentices in the United States.

TO THE COMMISSIONERS OF THE UNITED STATES DEPARTMENT OF LABOR

General Statement

It has already been pointed out in the preceding chapters of this report that the Commission has been unable to obtain accurate information in connection with the problem of apprenticeship in the United States. It is therefore impossible to make a statement of the extent of the problem or the number of persons who are actually engaged in apprenticeship in the United States. For a general statement of the world as a whole, the Commission has been unable to obtain any reliable information. For a general statement of the world as a whole, the Commission has been unable to obtain any reliable information. For a general statement of the world as a whole, the Commission has been unable to obtain any reliable information.

Recommendation

That the Commission be authorized to conduct a study of the problem of the training of apprentices in the United States. That the Commission be authorized to conduct a study of the problem of the training of apprentices in the United States. That the Commission be authorized to conduct a study of the problem of the training of apprentices in the United States.



MAKE THEM APPROPRIATE FOR EACH DESIGNATED AND
NON-DESIGNATED TRADE.

Supporting Statement

This has been referred to generally in the earlier recommendation number 3. We would urge that entrance requirements for apprentices be related to the needs of the specific trade concerned and take into consideration the subjects which are a definite prerequisite. Upgrading through additional courses should be included where this is necessary.

It is also important that trades designated for apprenticeship should be those for which this is the most suitable method. This is obviously satisfactory for such trades as electrician and plumber. It is questionable if others such as barbering and watchmaking, which are personal services or which can be learned equally well under school conditions, should be conducted under apprenticeship.

Recommendation 16

THAT PUBLICITY AND ACTIVE PROMOTION SHOULD BE CONSIDERABLY EXPANDED IN ORDER TO INCREASE THE NUMBER OF AVAILABLE PLACEMENTS IN INDUSTRY AND THE NUMBER OF APPLICANTS AS APPRENTICES, ALONG WITH THE GENERAL UNDERSTANDING AND INTEREST IN THE APPRENTICESHIP SYSTEM.

Supporting Statement

Parents, guidance personnel, and young



people who tend to think principally of academic courses, are not sufficiently aware of the advantages which apprenticeship training may offer. Industrial and labour groups could also benefit from appropriate publicity which would focus on the opportunities and the responsibilities for each of these groups.

We feel that a greater understanding of the apprenticeship system would provide far more acceptance of this type of training.

PART IV: SPECIAL GROUPS

As recognized in the statements of the Select Committee, Special groups in the work force do have particular problems with regard to training.

This is one important reason why we have already urged the utmost flexibility in training programs and a maximum consideration of the needs of the individual. Other recommendations too will apply equally to those in special categories. In addition, however, specific problems and needs require special attention and recommendations with regard to these have been included for youth and school dropouts, unemployed workers, the handicapped, immigrants, homeless and transient men, and older workers.

A. YOUTH AND SCHOOL DROPOUTS

Background

Most young entrants to the labour force, in good times or bad, face some difficulty in bridging



people who are in their political or academic courses,
 and for this, I think, some of the things which
 organizations having any other, financial and labor
 groups could use would be from experience, possibly
 and I would like to see some of the reasons
 which are given for the things
 of the world, and I think would be a very
 necessary of this kind of training.

It is not in the nature of the
 Select Committee, I think, to have
 political groups with regard to training,
 and as we have seen, and we know why we have
 already urged the need for this in training, and
 and a further consideration of the needs of the world,
 that we know, and we will surely be able to
 special, I think, in education, however, I think
 problems and a very special attention and
 recommendations with regard to them have been included
 for youth and I think I should mention that
 handicapped, immigrants, Jews and transient men, and
 other workers.

Dr. Young, in School Reports

and Young

Not young entrants to the labor force,
 in good times or bad, but some difficulty in bridging



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4 the gap from school to work. Because of his lack of
5 skills, the school drop-out in particular is nearly always
6 unprepared for the difficulties he will encounter.

7 As conditions now exist, once the young
8 person leaves school no one is officially concerned with
9 his educational or vocational future. Certainly he is
10 not usually regarded as the responsibility of the school.
11 However, these young people need advice and they need
12 jobs. They need to be helped to think constructively
13 about their own abilities and limitations, about job
14 opportunities, and about further training. In addition
15 they need continuing vocational and educational guidance.

16 Without adequate education youth face
17 the prospect of a succession of unskilled, blind-alley
18 jobs, and of being the first to be released in times of
19 economic recession or technical change. Advancing
20 technology exemplified by increasing automation makes
21 a high school or equivalent technical diploma a must for
22 many occupations. A college education is being required
23 for an increasing number of fields.

24 The Council recently completed a report
25 on the School Drop-Out. (10) This report defines a
26 "drop-out" as one who leaves school before attaining his
27 sixteenth birthday; or one who has attained his sixteenth
28 birthday, but leaves school without completing the course
29 he has taken; or one who leaves school without complet-
30 ing an educational plan.

31 The following recommendations are taken
32 from this report which was the result of several months
33 study and discussion on the part of people working in

the gap from school to work. Because of his lack of skills, the school drop-out in particular is nearly always unprepared for the difficulties he will encounter.

As conditions now exist, once the young person leaves school no one is officially concerned with his educational or vocational future. Certainly he is not usually regarded as the responsibility of the school. However, these young people need advice and they need jobs. They need to be helped to think constructively about their own abilities and limitations, about job opportunities, and about further training. In addition

without adequate education young face the prospect of a succession of unskilled, blind-alley jobs, and of being the first to be released in times of economic recession or technical change. Advancing technology exemplified by increasing automation makes a high school or equivalent technical diploma a must for many occupations. A college education is being required for an increasing number of fields.

The Council recently completed a report on the School Drop-Out. (10) This report defines a "drop-out" as one who leaves school before attaining his sixteenth birthday; or one who has attained his sixteenth birthday, but leaves school without completing the course he has taken; or one who leaves school without completing an educational plan.

The following recommendations are taken from this report which was the result of several months study and discussion on the part of people working in



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4 schools, industry, social agencies and other organizations
5 who have an intimate knowledge of the problem and a deep
6 concern to see something done about it. Some recommenda-
7 tions which refer to the secondary school system are
8 included because they relate to the transition stage of
9 school to work and to the prevention of drop-outs.

10
11 Recommendation 17

12 THAT VOCATIONAL AND EDUCATIONAL GUIDANCE SERVICES
13 FOR YOUTH, TOGETHER WITH THOSE OF COUNSELLING
14 FOR PERSONAL ADJUSTMENT UNDER BOARD OF EDUCATION,
15 NATIONAL EMPLOYMENT SERVICE, AND OTHER COMMUNITY
16 AUSPICES SHOULD BE EXPANDED AND COORDINATED.

17 Supporting Statement

18 There is need for special emphasis with
19 regard to counselling and guidance services for youth,
20 and particularly those who are school drop-outs, many
21 of whom require assistance if they are to be properly
22 prepared for a useful working career. Guidance may be in
23 the area of suitable training and schooling, vocational
24 interests and aptitudes, or in the area of personal adjust-
25 ment. Existing services need coordination so that youth
26 can be directed to the most appropriate source of
27 assistance in each case and also to ensure that youths are
28 aware of these facilities and know how to use them.

29 Steps which could be taken include:

- 30 1) schools making their guidance programs available to
former students;
2) youth counselling at the National Employment Service,

schools, industry, social agencies and other organizations who have an intimate knowledge of the problem and a deep concern to see something done about it. Some recommendations which refer to the secondary school system are included because they relate to the transition stage of school to work and to the prevention of drop-outs.

Suggested Statement

FOR YOUTH, TOGETHER WITH THOSE OF COUNSELLING FOR PERSONAL ADJUSTMENT, CAREER BOARD OF EDUCATION, NATIONAL EMPLOYMENT SERVICE, AND OTHER COMMUNITY AGENCIES SHOULD BE EXPANDED AND COORDINATED.

Suggested Statement

There is need for special emphasis with regard to counselling and guidance services for youth, and particularly those who are school drop-outs, many of whom require assistance if they are to be properly prepared for a useful working career. Guidance may be in the area of suitable training and schooling, vocational interests and aptitudes, or in the area of personal adjustment. Existing services need coordination so that youth can be directed to the most appropriate source of assistance in each case and also to ensure that youths are aware of these facilities and know how to use them. Steps which could be taken include:

- 1) Schools making their guidance programs available to
- 2) Youth counselling at the National Employment Service,



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4 publicised and augmented to meet the expanding need;
5 and
6 3) a coordinated effort by these groups with others in
7 the community.
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9 Recommendation 18

10 THAT, AS WORK-STUDY PROGRAMS COULD BE A DESIR-
11 ABLE TRANSITION FOR MANY POTENTIAL DROP-OUTS
12 FROM SCHOOL TO EMPLOYMENT, PRIORITY SHOULD BE
13 GIVEN FOR THE IMPLEMENTATION OF SUCH A PROGRAM
14 BY THE DEPARTMENT AND BOARDS OF EDUCATION.

15 Supporting Statement

16 Work-study programs are so established
17 that a student spends part of his time in school and part
18 of his time training on-the-job. Teachers are specially
19 selected and work in close cooperation with employers to
20 relate courses to job requirements. The program must
21 be based on an understanding of the many factors which
22 contribute to school drop-outs for a record of school
23 failure and non-promotion often begins as early as grade
24 one, and can be affected by the educational background
25 and attitudes of parents and neighbourhood. When these
26 and other related factors are taken into consideration
27 and counselling and testing indicates that a pupil of
28 approximately age 14 cannot profit from the traditional
29 school curriculum, whether academic or vocational, con-
30 sideration should be given to a guidance oriented work-
study program geared toward providing realistic school
and work experience.

and work experience.

study program geared toward providing realistic school

situation should be given to a guidance oriented work-

school curriculum, whether academic or vocational, con-

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relates courses to job requirements. The program must

selected and work in close cooperation with employers so

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that a student spends part of his time in school and part

More study programs are also discussed

Guiding Principles

BY THE DEPARTMENT AND BOARD OF EDUCATION

EDUCATION FOR THE FUTURE OF A CITY OF NEW YORK

EDUCATION FOR EMPLOYMENT, PRIORITY NUMBER 10

EDUCATION FOR MANY OF THE CITY'S NEEDS

That, as the study program is to be

Guiding Principles

the community.

a coordinated effort by these groups with others in

and

published and suggested to meet the changing needs;



Such programs already exist in cities in the United States and are being considered here. The program is designed to help the student to a) develop an understanding of himself, his family and community, b) develop good work habits and attitudes, c) develop skills in reading and other fundamental subjects to his maximum and d) obtain actual and practical work experience.

It has been said that unless a nation's schools are able to help children, more specially in the crowded sections of our cities, to get to know what work is and what it takes to get and hold a job, drop-out figures will continue to rise in the decade ahead. In this respect it is unreasonable to expect that the new courses now being instituted by the Department of Education will produce an immediate change or that they will be the complete answer to the problem. If no special program such as that described above is provided for those pupils who do not fit into the regular school course many will drop out at the first possible opportunity.

It is also recommended that consideration be given to including actual work experience as part of the present two year terminal courses, and that a wider range of terminal courses, closely related to the needs of employers be provided.

Recommendation 19

THAT A FULL TIME COORDINATOR FOR PROGRAMS OF TRAINING AND RETRAINING OF YOUTH BE APPOINTED IN THE DEPARTMENT OF EDUCATION TO ENSURE THE MOST EFFECTIVE USE AND COORDINATION OF ALL



PROGRAMS UNDER VARIOUS GOVERNMENT AUSPICES.

Supporting Statement

A far more dynamic and overall approach to employment problems of youth is necessary, and we suggest, are timely in view of present changes being undertaken in the secondary school curriculum. The scope of the problem is such that the potential value of the many resources which do exist can be achieved only through the dynamic leadership, on the provincial level, of a full time coordinator of youth services with respect to training.

The following should be the chief duties of the coordinator:

- a) To maintain continuous contact with industry, the National Employment Service, labour and other organizations in order to determine current and anticipated employment needs.
- b) To plan, develop and revise training programs in conjunction with appropriate organizations to meet such needs.
- c) To work closely with administrators of training programs to ensure that the training provided is related to the determined needs.
- d) To ensure that adequate educational, vocational, personal guidance and counselling facilities are available to meet the needs of the non-graduate in obtaining employment.
- e) To arrange necessary and adequate publicity.

... but more dynamic and overall approach

to employment, instead of what is a very narrow, and in
addition, and rigid, view of what is necessary for
education in the economic sector. The scope
of the problem is such that the potential value of the
many resources which the sector can be effectively only
through the dynamic leadership, on the practical level,
of a full time coordinator of public services, and
to training

The following should be the objectives of the

of the coordinator

a) To maintain continuous contact with industry, the
National Employment Service, labour and other organizations
in order to determine current and anticipated employment
needs

b) To plan, develop and revise training programs in
conjunction with appropriate organizations to meet such
needs

c) To work closely with administrators of training pro-
grams to ensure that the training provided is related to
the determined needs

d) To ensure that adequate educational, vocational,
personal guidance and counselling facilities are available
to meet the needs of the non-graduate in obtaining employ-

e) To arrange necessary and adequate publicity



- i) To keep youth and those working with youth aware of the changing patterns in business and industry and the availability of facilities for retraining and upgrading.
- ii) To ensure that youth and parents are aware of opportunities and facilities for counselling, re-training and upgrading and to gain the cooperation and understanding of employers.
- iii) To ensure that schools and students are provided with comprehensive information about careers and employment trends.
- iv) To use every medium of communication.
- v) To make use of related research.

B. UNEMPLOYED WORKERS

Background

The Social Planning Council became involved in local programs for training unemployed workers following a 1960 Conference sponsored by the Council which urged that action be taken to establish training for the unemployed. We subsequently made a presentation to the Metropolitan Toronto Council urging that action be taken as a municipality to appoint the required Advisory Committee for what was then Schedule "M" Training. It was our understanding that the Department of Education would take no action until a local municipality had appointed such a committee. We also believed that the problem had to be tackled on a metro-wide basis. Committees were eventually established for both the City of Toronto and for Metropolitan Toronto and the Social Planning Council was invited to participate.



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4 Our representative has been active in the work of both
5 committees and also on the executive committee formed
6 on the metropolitan level.

7 During the past twelve months since
8 unemployment training has been available under municipal
9 auspices some 1100 students have been enrolled in 31
10 Toronto Board of Education classes, together with 475
11 students in North York classes for a total of almost
12 1600 persons. Of this number about 20% might be consider-
13 ed drop-outs and about half were in courses as of July
14 31st of this year. Courses have been conducted almost
15 exclusively in Board of Education facilities of Toronto
16 and North York although several other Boards also have
17 facilities as the program expands. Approved courses
18 conducted by the Jewish Vocational Service and the
19 Salvation Army House of Concord are a beginning in the use
20 of other community resources in Toronto. Courses have
21 also been available at the Provincial Institute of Trades
22 in Toronto but have been kept separate from the work of
23 the local advisory committee.

24 Applications must be made through the
25 National Employment Service and Metropolitan Toronto is
26 served by seven offices under three separate local branches.
27 The Toronto Branch handles applications for the Toronto
28 Board of Education courses while those for North York
29 are processed by the regional office. Each application
30 must be reviewed by a selection committee composed of
persons representative of federal, provincial and local
agencies involved. Coordination and decision making with
respect to courses is increasingly being assumed by



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4 provincial and local education officials however, to the
5 advantage of the program and administration generally.

6 The reaction to the presentation of our
7 brief to the Metropolitan Council urging municipal action
8 is significant. There was considerable question about
9 why a municipal council had to be involved in such a
10 program when provincial and federal funds were paying the
11 cost and the Department of Education was responsible for
12 approving and working out arrangements for courses.
13 Because no provincial action would be taken without such
14 a committee however, it was finally appointed by Council.

15 The advancements made in this program
16 over the past year are most gratifying. Several increases
17 in the amount of training allowances have been made;
18 many more programs have been instituted with some
19 flexibility in the qualifications; and attempts are being
20 made to provide the very necessary basic education for
21 applicants who have not the particular prerequisites for
22 vocational training. The establishment of an Adult
23 Education Centre by the Toronto Board of Education, and
24 the appointment of full time coordinators is to be
25 commended.

26 The background of unemployment training
27 in Toronto has been spelled out in some detail because
28 it is important to the recommendations that follow. It
29 is a situation which is perhaps a classical illustration
30 of divided responsibility, inadequate liaison, and the
cumbersome administration all related to a single program
and objective -- the training of the unemployed. It is
apparent that this is not a short-term nor seasonal



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4 program. There is every indication that it represents
5 a need for training and a condition of the labour force
6 which must be recognized as a regular part of our manpower
7 training picture. The following recommendations are
8 submitted with the belief that steps should be taken to
9 establish this program on as permanent and productive a
10 basis as possible.

11
12 Recommendation 20

13 THAT BECAUSE OF THE DIVERSE AUTHORITIES AND
14 ORGANIZATIONS INVOLVED WITH TRAINING UNDER THE
15 SCHEDULE 5 PROGRAM, AND THE VARIED SOURCES FOR
16 RELATED INFORMATION AND RESEARCH, THE DEPARTMENT
17 OF EDUCATION SHOULD ASSUME A GREATER RESPON-
18 SIBILITY FOR PROVIDING DIRECTION AND COORDIN-
19 ATION IN METROPOLITAN TORONTO, WITH THE
20 REQUIRED ADVISORY COMMITTEE BEING ADVISORY TO
21 THAT DEPARTMENT RATHER THAN TO THE MUNICIPALITY.

22
23 Supporting Statement

24 The previous background statement has
25 essentially provided the supporting comments for this
26 recommendation. In some respects it is in effect infor-
27 mally as a result of the increasing responsibility
28 assumed by the Department of Education and local educa-
29 tional officials with respect to day to day operations
30 and modifications to the training program. In our opinion,
it would be a logical development for the Department of
Education to treat Metropolitan Toronto as an administra-
tive region for purposes of directing the training program,



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4 particularly so long as there are several municipalities,
5 and other groups under which the courses are conducted
6 and applications are processed.

7 The work of an Advisory Committee is
8 still essential to the maximum success of the program in
9 relating it to local metropolitan area needs. Such a
10 committee, however, can be more effective and with less
11 need of channels of communication, coordinating devices,
12 clerical assistance etc. if responsible directly to the
13 overall authority, the Department of Education.

14 Recommendation 21

15 THAT THE MEANING OF THE TERM "VOCATIONAL
16 TRAINING" BE GIVEN THE BROADEST POSSIBLE
17 INTERPRETATION IN ORDER THAT THE MAXIMUM CONTENT
18 OF APPROPRIATE ACADEMIC UPGRADING WILL BE
19 INCLUDED AS AN ESSENTIAL PART OF THE TRAINING
20 PROGRAM, AND THAT THIS PROVISION BE WIDELY
21 PUBLICIZED BECAUSE OF EARLY ACADEMIC RESTRIC-
22 TIONS.

23 Supporting Statement

24 In the initial stages of the provision
25 of Schedule "5" training it soon became evident that the
26 most serious problem was to provide adequate upgrading
27 of academic knowledge in order to qualify and undertake
28 "vocational training." Efforts have been made to over-
29 come this and there is greater flexibility in defining
30 acceptable courses. There still remains much to be done
however, and traditional and constitutional definitions



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5 of what can be included under the term vocational must
6 not prevent the program achieving the purpose for which
7 it exists; the training of persons in need of skills,
8 including whatever basic education is necessary to acquire
9 them.

10 Recommendation 22

11 THAT PRESENT REGULATIONS SHOULD BE AMENDED TO
12 PROVIDE PAYMENT OF TRAINING ALLOWANCES WITHOUT
13 WAITING PERIODS AND WITHOUT AFFECTING UNEMPLOY-
14 MENT INSURANCE ENTITLEMENTS.

15 Supporting Statement

16 An educational program can sometimes be
17 adversely affected by factors unrelated to the actual
18 teaching process. Under present procedures receipt of
19 allowances can take as long as three weeks because of its
20 close relationship with unemployment insurance.

21 There are at least two problems with
22 regard to allowances. Firstly, those who are eligible
23 for unemployment insurance must wait one week, and then
24 possibly two more weeks, until they receive the full
25 amount of insurance plus an appropriate share of the
26 training allowance. Many persons live in marginal circum-
27 stances and have no reserve for this type of emergency.
28 Secondly, the present arrangement tends to be discrimina-
29 tory as a person entitled to unemployment insurance must
30 use these benefits as a part of the training allowance
payable while taking training. Persons not entitled to
unemployment insurance receive the full amount of the



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4 allowance. Consideration should be given to separating
5 these two payments leaving unemployment insurance benefits
6 available if needed while finding placement after
7 completion of training.
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9 Recommendation 23

10 THAT PROMOTION OF TRAINING PROGRAMS FOR
11 UNEMPLOYED PERSONS SHOULD USE THE BEST POSSIBLE
12 TECHNIQUES AND METHODS OF ADVERTISING TO REACH
13 THE BROADEST PUBLIC AND TO CAPTURE THE ATTENTION
14 AND INTEREST OF THOSE FOR WHOM THE INFORMATION
15 IS INTENDED. NOTICES FOR A COMMON LABOUR
16 MARKET AREA, SUCH AS METROPOLITAN TORONTO,
17 SHOULD BE COORDINATED IN COMMON ANNOUNCEMENTS
18 OF ALL COURSES REGARDLESS OF MUNICIPALITY OR
19 SPONSORSHIP.

20 Supporting Statement

21 While improvements have been made in
22 format, the traditional and formal style in which Boards
23 of Education and Department of Education announcements
24 appear still persists. We would suggest that this neither
25 catches the attention of the reader or immediately imparts
26 the purpose of the course which is to increase the job
27 potential of persons out of work. Considering the
28 problems of motivating people to take training everything
29 should be done, particularly as elementary as this, to
30 induce response to training. Similarly, courses in
Metropolitan Toronto are advertised or announced inde-
pendently by each sponsoring authority such as the



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4 Provincial Institute of Trades, Toronto or North York
5 Board of Education, etc. If all training opportunities
6 for unemployed were listed collectively, repeatedly and
7 regularly in the press and other media serving the whole
8 metropolitan area it would best reach those for whom it
9 is intended. We believe that the unemployed person is
10 interested not in who is conducting the course, but
11 rather the various alternative opportunities he has
12 available and what he must do to enroll.

13 A well designed and coordinated advertis-
14 ing program using all possible outlets is needed.

15 Recommendation 24

16 THAT THE GEOGRAPHIC LOCATION OF COURSES IN
17 RELATIONSHIP TO TRAINEES IS IMPORTANT AND
18 TRAINING SHOULD BE DECENTRALIZED WHERE POSSIBLE.
19 TRAVEL ALLOWANCES SHOULD BE PAID WHERE APPRO-
20 PRIATE.

21 Supporting Statement

22 The Social Planning Council considers the
23 principles involved in a recommendation of the "Citizens'
24 Committee on the Educational Up-Grading of Early School
25 Leavers" of particular importance to a metropolitan area.
26 This committee made the following recommendation based on
27 experimentation with classes for unemployed.

28 " Any attempt to expand existing
29 facilities for meeting the needs of un-
30 employed, or marginally employed early
school leavers, must include considera-



tion of the geographical distribution of classes. It is essential to locate them so that they are conveniently accessible to potential students. We urge this for three reasons:

" First, it would mean lower travelling expense and less effort for people who are already operating on a very low level of energy with very little money. Second, it would afford some opportunity for developing group spirit on a neighbourhood basis, and we have been constantly reminded in our projects of the importance of the support of the social unit as a leading factor in perseverance. Third, it might suggest a possible solution for the practical problem of finding space for classes. The present classes are conducted in church halls which might be more readily available for this kind of work if a small rent were paid." (11)

In addition, we would urge consideration

of paying additional transportation allowances as recommended by the Metropolitan Advisory Committee for Schedule "5" Training in situations where extensive transportation within the Metropolitan area is necessary.



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4 C. HANDICAPPED
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6 Background

7 The Canadian Welfare Council, in their
8 brief to the Senate Manpower Committee recommended that:

9 " The handicapped person should have the
10 obligation to work and opportunities for
11 gainful employment within the limits of
12 his capacity and potential, and should
13 receive such rehabilitation services as
14 are required to assist him to be self-
15 supporting. The person whose handicap
16 eliminates any possibility of gainful
17 employment should be enabled to remain
18 outside the Labour Force." (12)

19 It is obvious that training has a most
20 important part to play in any program of rehabilitation
21 by which we mean the restoration of the handicapped to the
22 fullest physical, mental, social, vocational and economic
23 usefulness of which they are capable.

24 The handicapped person who is employable
25 needs a job within his physical and mental limitations.
26 He may be in need of vocational assessment, training and
27 counselling. The employer and industry needs public
28 education with respect to the community's responsibility
29 in absorbing the handicapped into industry in appropriate
30 positions. And finally, the more extreme handicapped
person requires the setting of a sheltered workshop.
Such a workshop takes on the job of occupational and
physical therapy for the persons who may not be capable



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4 of earning his own living but can supplement it to the
5 improvement of his mental and physical well being.

6 Generally speaking, the kinds of
7 assistance needed by handicapped persons to help make
8 them employable include vocational guidance and training;
9 vocational assessment, employment placement and follow-up;
10 and counselling in matters of living arrangements, money
11 management, interpersonal relationships, health problems,
12 and leisure time activities.

13 Existing programs for the handicapped
14 related to manpower training, under both public and
15 voluntary auspices, are receiving increasing emphasis.
16 Examples include the provincial rehabilitation services,
17 Workman's Compensation Board, and various voluntary work-
18 shops and vocational services. Facilities and staffs
19 are limited, however, and continued emphasis must be
20 placed on giving support to the further development of
21 both Government and voluntary programs.

22 Recommendation 25

23 THAT TRAINING PROGRAMS SHOULD GENERALLY BE
24 AVAILABLE TO HANDICAPPED PERSONS AND IN EVERY
25 WAY POSSIBLE TAKE THEIR SPECIAL NEEDS INTO
26 CONSIDERATION.

27 Recommendation 26

28 THAT THE KINDS OF SERVICES PROVIDED BY SEVERAL
29 WELL-DEVELOPED WORKSHOPS BE EXPANDED GREATLY,
30 AS WELL AS ASSOCIATED ASSESSMENT AND TREATMENT
SERVICES, TO PROVIDE A REALISTIC ALTERNATIVE



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4 TO PROLONGED CARE IN INSTITUTIONS OR INACTIVITY
5 AT HOME. THIS COULD BE DONE BY WORKSHOPS
6 UNDER THE AUSPICES OF THE PROVINCIAL GOVERNMENT
7 AND BY INCREASED FINANCIAL ASSISTANCE IN
8 EXPANSION OF EXISTING VOLUNTARY SERVICES TO A
9 WIDE RANGE OF HANDICAPPED.

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11 Supporting Statement

12 Sheltered workshops are at present being
13 operated under voluntary auspices and serve persons with
14 a variety of disabilities. The need for the extension
15 of this kind of program stems from the fact that early
16 ambulation and rehabilitation of persons with physical
17 and emotional disorders points out the need for them to
18 assume at least a partial independence in the work field.
19 Increasing emphasis on providing the mentally retarded
20 with the opportunity for sheltered employment has focussed
21 attention on the need for more facilities suitable for
22 this group as well.

23 Present services demonstrate the value
24 of the sheltered workshop. Like rehabilitation services
25 generally, they are severely limited in the numbers they
26 can serve. Some expansion has occurred and is planned
27 but there is a feeling on the part of the agencies
28 locally that operate sheltered workshops that the problem
29 of providing employment on the scale that is needed is
30 beyond the scope of voluntary agencies alone. There is
need for public participation in financing and/or
provision of facilities under government auspices.



D. IMMIGRANTS

Background

Immigration has been the most important factor in the population growth of Metropolitan Toronto since 1946. It has accounted for close to 500,000 persons in this area, (13) and over the years has served to maintain a supply of manpower during a period of great economic expansion. Large numbers of immigrants have been permitted to enter Canada at various times in the past sixteen years in response to known economic needs. For the most part it brought to Canada persons who, on the average, were probably better educated or trained than the native Canadian. At other times, as our industrial need indicated, a sizable number of unskilled and often poorly educated persons were encouraged and permitted to enter.

With rapid changes in the techniques of production, the number of unskilled persons coming in under Federal government sponsorship (or open placement) will be limited (14) but there may be a backlog of persons brought in to do certain jobs which are now, or will become, unavailable with changes in the methods of industry.

It is difficult to forecast the future of immigration since it is intimately tied in with economic and social conditions throughout the entire country. However, it can be assumed that there will continue to be a continuous flow of immigrants no matter how low the numbers might fall. (15) The new immigration regulations in February 1962, place greater emphasis upon



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5 the admission of immigrants with appropriate education,
6 training and skills. (16).

7 At the same time, the new regulations
8 permit the entry of immigrants who fall within certain
9 classes of relationship to residents of Canada who are
10 willing to provide care and maintenance for the newcomer
11 and this group of immigrants will continue to move into
12 Metropolitan Toronto with little relationship to
13 individual skills and the needs of the economy. (17).
14 Barring a radical change in immigration policy and
15 practice, close-relative sponsorship will, as it has in
16 the past, bring into Metropolitan Toronto a steady flow
17 of newcomers from overpopulated areas of Europe, and
18 possibly other places. These newcomers may have limited
19 education and skills. It is beyond resources of most
20 sponsoring relatives to provide the extensive basic
21 education and training that many of these immigrants will
22 need in order to fit into our industrial scene and it
23 will be the responsibility of the community to assure
24 that the special needs of these people are provided for
25 if they are to be steadily employed and self-supporting.
26 (18)

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29 Recommendation 27

30 THAT TRAINING SHOULD BE AVAILABLE UNDER
GOVERNMENT PROGRAMS FOR THE ADAPTATION OF
SKILLS BROUGHT TO CANADA BY IMMIGRANTS.

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33 Supporting Statement

There are those who possess training,



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4 skill or education but whose skills have been learned in
5 an industrial system differently organized and have had
6 difficulty in translating or adapting old skills to the
7 needs of Canadian industry. There are a number of
8 "engineers" and "technicians" possessing highly speciali-
9 zed skills which are semi-professional vocations unknown
10 in Canadian industry and who have not been able to put
11 their talents to the best uses in Canada. Some of this
12 training should include carefully planned on-the-job
13 training and other opportunities to acquire the "Canadian
14 experience" so often required by employers. (19)

15 Recommendation 28

16 THAT SPECIAL ATTENTION MUST BE GIVEN TO THE
17 PARTICULAR NEEDS OF IMMIGRANTS FOR BASIC
18 EDUCATION, RETRAINING OR UPGRADING TO AN
19 EDUCATIONAL AND SKILL LEVEL APPROPRIATE TO
20 CANADIAN CONDITIONS.

21 Supporting Statement

22 There are a number of persons who have
23 come to Canada lacking skills and education. They came
24 to perform many of the unskilled labouring jobs in
25 industry in the past few years and they continue to come
26 as relatives of Canadian residents. Expert guesses have
27 suggested that as many as one-half of all those who are,
28 or will be, without jobs because of technological changes
29 are immigrants in this category. The industries which
30 once needed them require more knowledge and skills than
they now possess. They need thorough vocational retrain-



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4 ing and basic education. The apprenticeship requirement
5 in terms of age and previous education excludes most
6 of them. Where there are training opportunities open to
7 them in trades, other than the designated trades, their
8 ability to use these recourses is limited by reason of
9 their minimal basic education as well as economic pres-
10 sures which require them to take work where and when it
11 can be found, perpetuating for them an unstable economic
12 and vocational situation. (20)

13 Recommendation 29

14 THAT, IN THOSE AREAS OF CITIES WHERE THERE
15 ARE LARGE NUMBERS OF NON-ENGLISH SPEAKING
16 NEW COMERS, STAFFS OF EMPLOYMENT, ADULT TRAIN-
17 ING AND GUIDANCE AGENCIES SHOULD INCLUDE
18 PERSONNEL WITH ABILITY TO COMMUNICATE IN
19 APPROPRIATE FOREIGN LANGUAGES.

20 Supporting Statement

21 The earlier recommendation, number 8,
22 with regard to counselling and staff takes on special
23 significance for non-English speaking newcomers. (21)
24 That this recommendation is appropriate is well illustra-
25 ted by the fact that of some 18,000 persons registered
26 in a local National Employment Service's office in 1961,
27 8,000 were estimated to have had language difficulties.
28 (22)
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4 E. UNATTACHED OR HOMELESS MEN

5 Background

6 There are large and growing numbers of
7 homeless and unattached men in our urban communities
8 whose needs should be carefully considered in the
9 development of training programs. This group is making
10 sizeable demands upon public and private welfare services
11 and their numbers continue to grow as unskilled entrants
12 to the labour market exceed employment opportunities.
13 The school drop-out of today can well be the dependent
14 transient or skid-row resident of tomorrow.

15 A homeless or unattached man may be
16 described as one with little or no ties to a family group
17 and without the economic or social support a family home
18 normally provides. Though he may be receiving some form
19 of outside support, he has few independent resources
20 other than the clothes on his back and in some cases
21 little future prospect of self support.

22 Homeless men are not a homogeneous group
23 and distinctions are important to the effective planning
24 of services. One useful method of classification is with
25 regard to mobility and domicile.

26 First, there are those without established
27 residence or permanent roots in the community: transients
28 pe se, or seasonal or casual workers residing in a
29 community during the off season. Usually, unskilled or
30 semi-skilled workers occupy a marginal place in the
community. On the whole they have a low level of
education and training although this compares less un-
favourably with the labour force generally than one might



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4 expect. They are distinguishable from the general
5 population by a high evidence of marital separation,
6 divorce, court convictions, and hospitalization. They
7 tend to have unstable employment histories, to drink more
8 than normal and to lack ability to plan ahead. Their
9 early lives are frequently marked by neglect and
10 deprivation. Living marginal lives they are extremely
11 vulnerable to ups and downs of labour market being the
12 "last hired and first fired" and are severely disadvantag-
13 ed in a labour market increasingly demanding skilled
14 workers. Clearly many of these men, though not all
15 could benefit from vocational training. Their needs in
16 this respect are the same as those of the unemployed and
17 the underemployed members of the labour force generally.
18 Because of problems of personality and dependence,
19 however, many will require rehabilitative counselling
20 services aimed at stabilizing their lives and motivating
21 them toward planning their future.

22 The transient group includes a sizeable
23 number of youth and young men. Of a group of transients
24 in Toronto studied by social work students in 1960 some
25 20 percent were between the ages of 14 and 24 years. (23)
26 For these young men vocational training may well spell
27 the difference between a productive life and a life of
28 poverty and dependence.

29 Secondly, there are the resident
30 unemployed or marginally employed persons. They are often
referred to as the men on skid row and many are unemploy-
able because of age, or physical and mental handicaps.
A large number receive a veteran's, disability or old



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4 age pension or general welfare assistance. They live
5 predominantly in cheap rooming houses in the downtown
6 area and in times of emergency turn to hostels, churches
7 or welfare agencies for assistance. In this group is
8 the middle aged or older unskilled worker unemployed
9 because of age, the "burnt-out" and old age pensioner,
10 the chronically maladjusted including the mentally ill
11 and mentally deficient, the "wino", and the petty offender
12 who lives in and out of Don Jail and Mimico Reformatory;
13 and the physically disabled and permanently unemployable
14 man.

15 Many of the older men in this group are
16 the unskilled workers of yesterday. They have worked in
17 the forests and the mines and have built roads and rail-
18 ways but can no longer do this work and have little left
19 to offer. Some are virtually illiterate. Many are now
20 deeply entrenched in a life of dependence and poverty.
21 These men are being overlooked and this should not be the
22 case.

23 The numbers of homeless and transient
24 men turning to community resources in Toronto have
25 increased significantly. In 1948 the Salvation Army
26 provided some 9,900 free lodgings and 14,200 free meals.
27 In 1961 a new and larger hostel provided 28,400 free
28 lodgings and 123,900 free meals. Similarly the Scott
29 Mission, which provided 50,000 meals in the winter of
30 1948-49 served over 241,000 meals and emergency luncheons
between September 1961 and September 1962. Men in the
Hostels operated by the City of Toronto increased from
236 in January 1951 to 1060 in January 1961. (24)



The homeless, unattached man has been of concern to Canadian communities since the beginning of the century. Numerous reports and studies have been made but the problem has remained. Though professional and high quality services have been developed for many groups with special problems the homeless man in this respect remains to a considerable degree unserved. We have still to come to grips with an answer in terms of programs to rehabilitate and retrain.

Recommendation 30

THAT OUR HOMELESS OR UNATTACHED POPULATION HAVE ACCESS TO VOCATIONAL TRAINING OR VOCATIONAL REHABILITATION PROGRAMS APPROPRIATE TO THEIR VARYING NEEDS AND BACKGROUNDS INCLUDING NECESSARY SUPPORTING SERVICES PARTICULARLY INDIVIDUALIZED COUNSELLING AND GUIDANCE.

Supporting Statement

Since homeless men do not form a homogeneous group no single approach to their training or to a more productive participation in the labor force can be recommended. Of basic importance is the provision of adequate counselling and assessment services aimed at helping the individual to make plans suited to his abilities and needs. Earlier recommendations in this brief with regard to "The Individual in Training Programs" are particularly pertinent. Given such services experience has demonstrated that some of these men can benefit from formal trade training, and others from less



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4 formal or short courses in semi-skilled occupations. The
5 needs of this group underscore the importance of flexi-
6 bility in training programs with regard to educational
7 requirements and course content.

8 Those who are mentally or physically
9 disabled or who suffer from severe personality disorders
10 require not only training but a broad program of vocation-
11 al rehabilitation in which sheltered employment would be
12 an important element. Training alone will not solve the
13 problem of the unskilled worker. The provision of jobs
14 for the unskilled, and preventive measures aimed at
15 reducing the number of unskilled youth entering the labor
16 market, are particularly related to the problems of
17 homeless and unattached persons.

18 Recommendation 31

19 THAT THE TRAINING RESEARCH CENTRE RECOMMENDED
20 ABOVE INCLUDE IN ITS STUDIES METHODS OF TRAIN-
21 ING OR OTHERWISE PROVIDING EMPLOYMENT
22 OPPORTUNITIES FOR UNSKILLED AND UNDER-EDUCATED
23 WORKERS.

24 F. THE OLDER WORKER

25 Background

26 There is no fixed chronological age at
27 which a person becomes old. Nevertheless there are
28 certain ages at which benefits or services for older
29 persons become available such as retirement pensions at
30 65 and Old Age Security pensions at 70. Generally, for
purposes of social planning, those under 60 are not



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4 considered old.

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6 In seeking employment, however, it is
7 commonly recognized that problems of job opportunity as
8 a result of age can begin in the middle years or even
9 earlier. Reasons are undoubtedly comple and will vary
10 from industry to industry and from occupation to
11 occupation. However, two major factors are: (1)
12 barriers to employment of an institutional nature which
13 include employment policies of age or pension plans,
14 and attitudes of management; and (a) barriers arising
15 from economic or technological changes which have dras-
16 tically altered Canada's industrial and occupational
17 structure. The effects of such changes are reviewed by
18 the Department of Labour in a report of the aging worker
19 in the Canadian economy:

20 " Some changes, especially those which
21 reduce physical labour, helped workers
22 who were growing older. But other
23 changes, demanding either retraining in
24 the same or other occupations, or change
25 of industry or location worked against
26 those growing older A society,
27 aware of these developments and their
28 impact on workers growing older, can do
29 much to help them adjust to change; and
30 can do much to help create opportunities
more in line with the contributions
these people are able to make," (25)

In 1958 the Social Planning Council
issued a report on training and retraining opportunities



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4 for older people which identified three major categories
5 of older workers. (26) First, those in their middle
6 years who find age an obstacle in finding employment.
7 Second, those in their 50's or early 60's for whom loss
8 of employment may be tantamount to enforced early retire-
9 ment, but without pension. And finally, those who are
10 approaching or have reached normal retirement age but
11 will require continuing employment for financial reasons
12 or because they feel the need for useful activity.

13 The report emphasized that, for all these
14 people, an educational program designed to improve their
15 qualifications for employment and to make them more
16 acceptable in the labour market is of prime importance,
17 and went on to say:

18 " The ideal solution to their problems
19 is for them to find jobs where their
20 existing skills can be utilized. However,
21 demand for these skills may be lacking
22 and the alternative to a training or
23 retraining program may be a long period
24 of unemployment with its loss of social
25 well-being for the individual and econ-
26 omic loss to the community. But non-
27 acceptance by the labour market of exist-
28 ing skills is not the only reason why a
29 retraining program is desirable. It
30 must always be kept in mind that there
are those whose difficulties arise from
the aging process itself or from ill
health and in these cases it is also



necessary to develop new skills or to sharpen dormant ones. (27)

In his monograph, "The Employability of the Older Worker", Professor S. D. Clark of the University of Toronto said:

".... it is clearly to the public advantage, as well as to the advantage of those to whom the training is offered, to place in the hands of the older worker the kinds of skills necessary to make him an effective member of the nation's work force. Far more older persons than need be are marginal workers, and for this society pays a higher price than it would have to pay for whatever kind of older worker retraining program might be necessary." (28)

The following recommendations should be considered in conjunction with earlier ones having regard to age limitations, research and counselling.

They are based on the assumption that, given the desire to learn, the older worker is as capable of learning and of undertaking training as other workers, and that once trained he is as capable of productive work. While this assumption may not apply to all occupations it does apply to an extremely broad range of jobs. It does not mean that all older workers would or could benefit from training. It does mean that, by and large, individual differences are not a function of age.



Recommendation 32

THAT EVERY EFFORT SHOULD BE CONTINUED OR INITIATED TO REDUCE INSTITUTIONAL BARRIERS TO THE EMPLOYMENT OF OLDER WORKERS, INCLUDING THE PREPARATION AND DISTRIBUTION OF MATERIAL ON TRAINING AND PLACEMENT OF OLDER WORKERS BY PROVINCIAL TRAINING AUTHORITIES TOGETHER WITH THE EDUCATIONAL AND INTERPRETIVE PROGRAMS PRESENTLY BEING CONDUCTED BY THE FEDERAL DEPARTMENT OF LABOUR AND THE NATIONAL EMPLOYMENT SERVICE.

Supporting Statement

Otherwise adequate training programs can be defeated if barriers exist to the placement of graduates after training. Those responsible for training programs must therefore be concerned about existing personnel policies, practice, and attitudes which mitigate against the successful use of training. Clearly, training programs must be buttressed by educational and other efforts designed to overcome unnecessary age-discriminatory employment practices and other institutional barriers to employment. The recent Report of the Ontario Committee on Portable Pensions and developments consequent upon its publication are a case in point. (29)

There is also the possibility that a reduction in institutional barriers to the employment of the middle aged, together with adequate counselling and guidance services, might appreciably lessen the need for training. With the pressures that are likely to be



exerted upon our training resources in the years ahead every effort should be made to reduce obstacles to the maximum use of existing skills.

Recommendation 33

THAT THE OLDER WORKER WHO WANTS TO CONTINUE IN EMPLOYMENT FOLLOWING RETIREMENT SHOULD HAVE THE OPPORTUNITY FOR TRAINING IN ADDITION TO EMPLOYMENT COUNSELLING AND PLACEMENT SERVICES.

Supporting Statement

It is our opinion that persons 65 and over should also be included when considering manpower training needs. Even though guarantees of income maintenance for this age group lie primarily in adequate social security and pension provisions, opportunities for useful and gainful employment have an important place.

During recent decades Canada has experienced, like other western industrial nations, an increase in both the number and proportion of its older people. Planning for the aged has become a major consideration in overall social policy and traditional methods of helping the elderly, including public assistance and institutional care, have been recognized as inadequate to meet the needs of increasing numbers of persons reaching retirement age. It has been necessary to extend to older people a broad range of community services such as housing, health services, recreation, counselling and retirement education. Emphasis is being placed increasingly on services that assist elderly people to



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4 lead active and independent lives in the community, and
5 on measures to prevent unnecessary physical and mental
6 deterioration. This includes employment services.

7 One possible indication of the need is
8 the rising proportion of geriatric patients being admitted
9 to or residing in Ontario mental hospitals. In 1942
10 there were 1,900 patients 65 years and over in Ontario
11 mental hospitals. This represented 623 persons for every
12 100,000 population in that age group and comprised 13
13 percent of those in mental hospitals. By 1960 the number
14 had risen to almost 5000 persons, or 984 per 100,000
15 population of that age group, and comprised 22 percent
16 of mental hospitals' population. Almost 60 percent of
17 all elderly patients were women, and older women comprised
18 more than 25 percent of all female patients. (30)

19 If unemployment is relatively high,
20 there is an inclination to feel that persons of retirement
21 age should be discouraged from seeking employment or that
22 their needs and problems should have a low priority.
23 But we are concerned here not only with manpower problems
24 as such but with the needs of individuals who are at a
25 stage of life with critical problems which must be faced
26 and with difficult adjustments to be made. Perhaps
27 effective counselling and placement services can help
28 most of those with employment needs and the proportion
29 requiring training may be relatively small. Nevertheless,
30 opportunities to acquire skills that can provide
employment in the years of "retirement" can make a
substantial contribution to the well being of our older
population.



Recommendation 34

THAT TRAINING OF THOSE IN THEIR MIDDLE AND
LATER YEARS SHOULD NOT BE RESTRICTED TO THOSE
WHO HAVE BEEN UNEMPLOYED AND FULL USE SHOULD
BE MADE OF SCHEDULES UNDER THE FEDERAL-
PROVINCIAL TECHNICAL VOCATIONAL TRAINING
ASSISTANCE AGREEMENTS, PARTICULARLY SCHEDULE 3
(TRADE AND OCCUPATIONAL TRAINING PROGRAM) AND
SCHEDULE 4 (TRAINING PROGRAM IN COOPERATION
WITH INDUSTRY.)

Supporting Skatement

Programs for manpower training must
have as their aim the prevention of unemployment and the
development of necessary skills among those already
employed. This has particular significance for the
middle aged and older worker and particularly Schedule 4,
providing for training programs in cooperation with
industry, should be valuable. The Government of Ontario,
in cooperation with the Federal Government, should do
all it can to encourage and enable industry to partici-
pate in programs under this existing legislation.

PART V: RESPONSIBILITY AND COORDINATION

Background

The Social Planning Council is very much
aware of the historical development of the existing
division of responsibility between levels of government
and public and private auspices and the various departments



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4 and organizations within this division. Institutional
5 structures however are often slow to adapt to new demands
6 created by changing economic and social conditions.

7 The growth of large metropolitan areas,
8 increasing mobility of the population and the obsolescence
9 of many boundaries and administrative divisions are
10 important factors which make it necessary to re-examine
11 and adapt, for present and future needs, both the
12 services to be provided and the divisions of responsi-
13 bility.

14 In addition, the complexity of our
15 social organization represented by a multitude of groups
16 concerned with training programs and related services
17 makes adequate coordination of programs a vital necessity.
18 Various recommendations in this brief here referred to
19 specific situations with regard to location of respon-
20 sibility or problems of coordination. Two additional
21 recommendations are submitted in this section for con-
22 sideration.

23 Recommendation 35

24 THAT BOTH DIRECTION AND COORDINATION OF
25 PROVINCIAL AND LOCAL TRAINING PROGRAMS BY THE
26 PROVINCIAL GOVERNMENT SHOULD BE INCREASED AND
27 CONSOLIDATED IN ONE DEPARTMENT, AND TO THIS
28 END AN ADULT EDUCATION BRANCH SHOULD BE FORMED
29 IN THE DEPARTMENT OF EDUCATION. THIS SHOULD
30 BE FOLLOWED BY ENCOURAGING A SIMILAR
ORGANIZATION, WHEREVER APPROPRIATE, UNDER LOCAL
BOARDS OF EDUCATION.

of organizations within this division. Institutional
structures however are often slow to react to new demands
created by changing economic and social conditions.
The growth of labor organizations
increasing population of the United States and the consequences
of new forms of organization and management are
important factors which must be taken into consideration
and which, for present and future years, will be
subject to the attention and the study of the
Committee.

In addition, the Committee is
social organization and structure, a study of the
concerned with economic conditions and social structure
which requires consideration of the various factors
various recommendations in this field are related to
specific situations and require the attention of respon-
sibility or problems of organization. The study of
recommendations are subject to the attention of the
Committee.

Recommendation 3.

That after giving the full attention of
PROFESSIONAL AND SOCIAL TRAINING PROGRAMS BY THE
PROFESSIONAL COOPERATIVE SOCIETY OF AMERICA AND
CONSTITUTION IN THE RESEARCH, AND TO THIS
END AN ADULT EDUCATION BRANCH SHOULD BE FORMED
IN THE DEPARTMENT OF EDUCATION. THIS SHOULD
BE FOLLOWED BY ENCOURAGING A SIMILAR
ORGANIZATION, WHETHER THROUGHOUT, UNDER LOCAL



Supporting Statement

Throughout this brief, references have been made to a variety of situations where coordination, direction and possibly unification appears necessary. We have referred to the essential unity of an area such as Metropolitan Toronto with regard to those conditions which affect large scale manpower training. At the outset we stated the principle of public acceptance of adult education as being basic to this whole problem.

Therefore, it is with these many factors in mind that we recommend that consideration be given to the creation of a branch for adult education in the Department of Education. It is in such a branch that the necessary direction, coordination and planning for a variety of vocational, trades, academic and other programs could find a focus and a singleness of purpose.

Recommendation 36

THAT ALL POSSIBLE SUPPORT SHOULD BE GIVEN TO THE STRENGTHENING OF THE NATIONAL EMPLOYMENT SERVICE AS AN ESSENTIAL AGENT IN ACHIEVING AN ADEQUATE PROGRAM OF MANPOWER TRAINING. TO THIS END THE SOCIAL PLANNING COUNCIL ENDORSES RECOMMENDATION OF THE CANADIAN WELFARE COUNCIL IN ITS SUBMISSION TO THE SPECIAL COMMITTEE OF THE SENATE ON MANPOWER AND EMPLOYMENT IN MARCH 1961 IN WHICH THEY URGE THE SEPARATION OF THE NATIONAL EMPLOYMENT SERVICE FROM THE UNEMPLOYMENT INSURANCE COMMISSION AND ITS ESTABLISHMENT AS A BRANCH OF THE



FEDERAL DEPARTMENT OF LABOUR, AND STRENGTHENING
IN EVERY POSSIBLE WAY THE SPECIAL SERVICES
DIVISION OF THE NATIONAL EMPLOYMENT SERVICE.

Supporting Statement

Such a specific recommendation with respect to a Federal Government department has been included in a brief to a Provincial Committee on the assumption that services of all levels of Government are inter-related and supportive in their functions. In this respect, the National Employment Service exists to provide the kind of manpower services which our community requires. As the Canadian Welfare Council brief to the Senate Committee on Manpower and Employment pointed out (31) this includes the primary function of assisting unemployed workers to obtain suitable jobs and employers to recruit suitable workers. It should also be readily available as an instrument and agent for the implementation of national manpower policies. It should play a significant part in facilitating the operation of the labour market by operating in the whole field of employment needs, and be free to direct its staff and resources as required to groups for whom there is a particular demand or who need specialized help. It should be competent to provide employment counselling to persons seeking work and to direct them to appropriate resources for vocational guidance and training. This requires the closest liaison and coordination between the National Employment Service, Federal and Provincial agencies concerned with training programs and facilities,



and local public and voluntary agencies.

The separation of the National Employment Service from the Unemployment Insurance Commission would clarify the role of an employment service which, while being a national agency, must be highly adaptable to local conditions. As the Canadian Welfare Council pointed out, under existing organization efforts to provide positive services for employment have been limited by an identification with a concept of administration concerned with the routine operation of an income maintenance program.

In developing strong programs of manpower training and related services, every effort should be made to influence the parallel development of necessary national service for employment.

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5 Now, that, Mr. Chairman, is the reading
6 of the brief, and I leave it with you now.

7 THE CHAIRMAN: Very good. Thank you,
8 sir. I think we will turn back now to page 2.

9 MR. EBERLEE: For the record, we want
10 the supporting statements along the way in the record
11 also.

12 THE CHAIRMAN: Yes, it will all be in
13 the record.

14 MR. MORNINGSTAR: Yes, I think the
15 supporting statements are very good. There is a lot of
16 information in them.

17 THE CHAIRMAN: Page 2, gentlemen, if
18 you will turn back we are ready for questions.

19 MR. BOYER: Mr. Chairman, this is a
20 very fine brief with a great deal of information. It
21 will be helpful in preparing a report, but I wonder if
22 I could go on to recommendation number 20.

23 THE CHAIRMAN: You want to jump that
24 far?

25 MR. BOYER: Well, this was one thing
26 that puzzled me.

27 "That because of the diverse authorities
28 and organizations involved with training
29 under the Schedule 5 Program, and the
30 varied sources for related information
and research, the Department of Education
should assume a greater responsibility
for providing direction and coordination
in Metropolitan Toronto, with the



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4 required advisory committee being advisory
5 to that department rather than to the
6 municipality."

7 You understand and I think that our work is involved with
8 the whole province. Do you particularly single out
9 Metropolitan Toronto for a special arrangement?

10 MR. ROGERS: I think perhaps Mr. McConney
11 would be the best person to speak to that.

12 MR. McCONNEY: The point in this is not
13 that Metropolitan Toronto should be singled out. The
14 point is rather that Metropolitan Toronto is an example
15 of a large metropolitan area, a large area of employment,
16 and where there is a concentration of training needs.
17 In this sense Metropolitan Toronto is perhaps a logical
18 example of what we are talking about with regard to
19 co-ordination, and it is the area we obviously know best.

20 I am sure, however, that the references
21 made here and the points that are being made here could
22 apply to other areas that are also logical employment
23 commercial areas in a metropolitan sense or areas which
24 have a core population or a large municipality or large
25 city.

26 MR. BOYER: I am wondering whether the
27 Department of Education should actually assume the
28 responsibility for greater direction in this programme;
29 whether it is not advisable to have the municipal council
30 in the picture?

MR. McCONNEY: I might add to that the
extent to which the experience under this programme has
gone forward in Metropolitan Toronto, and to this extent
perhaps it is peculiar, but represents a very sizeable



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4 part of the overall programme.

5 The difficulty in our experience is the
6 wide diversity as long as Metropolitan Toronto is as it
7 is, the wide diversity of authority involving thirteen
8 municipalities, several boards of education, division
9 within National Employment offices, all of which means
10 there is no one single co-ordinating unit. The experience
11 of the Advisory Committee as we see it is that this is
12 an advisory group, that while it can advise, it has been
13 asked to assume responsibility for co-ordination, which
14 in fact is beyond the ability of the Advisory Committee
15 itself, and the municipality of Metropolitan Toronto has
16 in fact no direct agency which is conducting or
17 administering a part or whole of this programme.

18 MR. BOYER: In other words, you are
19 wanting to transfer the matter from the municipality
20 to the Province?

21 MR. McCONNEY: What we are thinking,
22 Mr. Chairman, and perhaps the members who are involved
23 in this might want to speak to this, the problem here
24 is that the direction of the programme has come down
25 through the carrying out of it by the Department of
26 Education, with local officials of the boards of
27 education or other agencies in Metropolitan Toronto.
28 Authority rests with the Department for approval of
29 courses, but apart from the Advisory Committee there is
30 no single agency which is directly responsible to give
direction and to take the initiative in co-ordination.

 The Advisory Committee is a very
difficult agent I suggest to assume the responsibility.



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4 In addition to this, Metropolitan Toronto, as direct
5 agents of the provincial department, Provincial
6 Institute of Trades---another is the Provincial Automotive
7 Trade---there is direct action in the metropolitan area
8 with regard to establishing courses, investigating the
9 types of courses, so there is a considerable overlap of
10 responsibility and direction to this training course.
11 It would be our opinion that at least in this area more
12 direction could be assumed and more responsibility
13 could be assumed.

14 MR. BOYER: Am I right in thinking that
15 the Advisory Committee is called for under the Federal
16 plan of the Department of Labour to make arrangements
17 for this particular kind of training?

18 MR. McCONNEY: We understand that this
19 is correct. The way in which the Advisory Committee is
20 used, the authority is given, and this kind of thing.
21 From the information we have, it would appear this differs
22 from province to province.

23 MR. EBERLEE: In the larger centres at
24 least, why could not the co-ordinator be the focal point?
25 for the driving initiative in their programs? For example,
26 Toronto has a full time co-ordinator. Is he not able to serve

27 MR. McCONNEY: This was the hope of the
28 Metropolitan Advisory Committee. But there are several
29 co-ordinators. There is a Toronto Board of Education
30 co-ordinator; there is a North York co-ordinator; there
are officials of the Department of Education, who
presumably are acting in this capacity. Here again there
is no single co-ordinator.



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5 THE CHAIRMAN: Do you not feel if the
6 proper machinery were set up by both forms of government
7 that it should be at a municipal level, the co-ordinating,
8 because actually they would be closer to the problem
9 than the government would be?

10 MR. McCONNEY: They are closer, Mr.
11 Chairman, in most municipalities.

12 THE CHAIRMAN: Taking Ontario as a
13 whole?

14 MR. McCONNEY: Yes.

15 MR. EBERLEE: You would have a problem
16 in the smaller areas of a different nature. They might
17 not be able to afford a full time co-ordinator, so there
18 you might have a problem of a different nature.

19 THE CHAIRMAN: I could see that out in
20 rural Ontario, but I believe at the municipal level with
21 councils or what have you, with proper machinery in
22 force, they would take care of their own people. They
23 ~~might~~ be channeled to the right courses more so than if
24 it were left all to the government. To me when you leave
25 too much to government, it is not the easiest way.

26 MR. EBERLEE: What would be wrong with
27 a Metropolitan Toronto co-ordinator; somebody over all
28 of these people?

29 MR. McCONNEY: I am assuming from our
30 experience there would be nothing wrong with this, to
the extent that this can be provided. Again it is a
matter of authority. Where there is diverse authority
within an area, then the responsibility is divided.



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4 There are many groups, and each is responsible for
5 a piece. The co-ordination of it would not be very
6 difficult.

7 MR. BOYER: I do not think we can pass
8 on amalgamation matters here, Mr. Chairman.

9 THE CHAIRMAN: No, but there is another
10 point that comes out of that. What do you feel about
11 the costs of a programme such as this? Do you feel then
12 that the municipality should share in any way? Would
13 anyone like to give their views on that? At the welfare
14 level we have the federal government and the provincial
government and the municipality sharing the costs.

15 MR. EBERLEE: And yet when you come to
16 the unemployed, seventy-five per cent federal and
17 twenty-five per cent provincial, and nothing at the
18 municipal level. What if the municipality had an
19 obligation here?

20 MR. McCONNEY: We have two representa-
21 tives to our delegation who are carrying small parts of
22 this programme. There may be some question as to whether
23 all costs are actually being carried here or whether the
24 seventy-five -- twenty-five is part of the cost or the
25 probability of other hidden costs, and I am sure he could
26 also comment on this aspect.

27 THE CHAIRMAN: The total costs as I
28 know it do not include overhead and buildings. I under-
29 stand it is up to the municipality to contribute buildings.

30 MR. McCONNEY: Captain Halsey is
involved in this if he would like to make some comments
on the cost sharing.



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4 MR. MILTON FRIEDMAN: I am rather
5 inclined to think as Mr. McConney has suggested that
6 the local community does make contributions, perhaps not
7 in a direct manner. For example, the Jewish Vocational
8 Service which conducts a training programme for unemployed
9 workers under the Canadian Vocational Programme 5, has
10 I think contributed in a creative way in developing a
11 programme, in carrying out the programme, and in a
12 number of incidental ways.

13 For example, in the placement of trainees
14 following the completion of training, in counselling
15 trainees to the extent of while he is in the training
16 programme, and I think that while it may be difficult to
17 assess the financial value of such services, these are
18 services that have value, and it may be that this is
19 the kind of role that the local community could play.

20 The only other statement I would make
21 in regard to this total problem, and I do not regard
22 myself as an expert in administration of social assistance,
23 but I think by and large we find the programmes are
24 strengthened if the financing is centralized at the
25 provincial or federal level although administered at
26 the municipal level. As a matter of fact, I believe
27 this has been the trend in most of our welfare programmes
28 today.

29 THE CHAIRMAN: The point I am thinking
30 is from a government level when you start expanding,
especially when you get into expenditures, we then get
back to where we hit one hundred per cent of the people,
whereas at the municipal level, through their Assessment

whereas at the municipal level, through their assessment back to where we hit one hundred per cent of the people, especially when you get into expenditures, we then get is from a government level when you start expanding.

THE CHAIRMAN: The point I am thinking

this has been the trend in most of our welfare programmes the municipal level. As a matter of fact, I believe provincial or federal level through administration is strengthened if the financial is concentrated at the local I think and hence we have our programmes are myself as an expert in administration of social assistance in regard to this local problem, and I do not regard the only other argument I would make

the kind of role that the local community could play, services that have value, and it may be that this is assess the financial value of such services, these are business to the extent of which we are in the training following the completion of that end, in re-establishing for example, in the placement of trainees number of individual cases

programme, in carrying out the programme, and in a I think contributed more to what we are developing a workers under the domestic labour programme, has in a direct manner. For example, the women's vocational inclined to think as the economy has expanded that the financial value of such services, these are



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4 Act, they can hit industry or they can hit those that
5 are perhaps more able to pay than the man that has very
6 little to assess, and we cannot assess it from a
7 government level. You understand that point?

8 When you start direct taxation from a
9 government level you hit nearly all the people, whereas
10 from the municipal level, those that can afford to pay
11 are paying a greater share of it than those who cannot.

12 MR. THOMPSON: I would be concerned,
13 Mr. Chairman, from the point of view of staff. I
14 appreciate the remarks of this gentleman, and he has
15 mentioned the Jewish Vocational Guidance Centre. I know
16 they are doing an excellent job, and there is a highly
17 qualified staff. The inference I got from this, and I
18 am not sure if I was correct, is that the creation of
19 the service, the personnel is the responsibility of the
20 local municipality. You were referring to the respon-
21 sibility of the Jewish Vocational staff.

22 Frankly, I feel in welfare services
23 where the creation of the personnel is the responsibility
24 of the municipality, often you might get a situation of
25 someone who is taking a part time job in this, and they
26 are not a skilled person in welfare services.

27 In this area, all through this brief,
28 there are comments about highly skilled personnel, and
29 I would like to see a standard. It might be that the
30 province could grant a standard. I would hope that in
small municipalities that are depressed economically,
the responsibility of choosing personnel and administer-
ing this should not be left up to them. There should



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4 be encouragement somewhere from the provincial area.

5 THE CHAIRMAN: That is what I say, when
6 the proper machinery is set up. I do not mean the cost
7 of personnel from the government level. I mean the cost
8 of administering. We have had a problem with schools
9 in education, but we built schools, and they were shared
10 by municipalities and by governments.

11 We move then from that to page 5,
12 recommendation number 3.

13 MR. THOMPSON: Could I ask a question
14 under the statement of principles on page 2? The
15 emphasis is on re-training and training, and I appreciate
16 the brief suggests at the start that re-training and
17 training is part of an overall picture, that it is a
18 necessity for economic growth so that job opportunities
19 are provided.

20 I have two questions really. I am
21 wondering if you have considered at all the technological
22 changes? We appreciate that people will need skills,
23 but there may be a question, and it was raised by a
24 brief that was given previously, that with technological
25 change you need more skilled people, but you might need
26 a less number of people. There is also the question of
27 perhaps a shorter work week --- and that is looking on
28 the long term, as this certainly is---- and the need also
29 for recreational pursuits.

30 My first question was have you considered
that area, and my second question, looking at the
principles, you have covered the whole board; you have
given the broad avenue of training, and then you



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4 suggest that there are others who take different routes
5 who filter in, and I am wondering if someone uses the
6 route that would be considered a short-cut, the other
7 fellow who is going through the long process to get his
8 training, he may drop out and take some kind of short-
9 cut rather than taking the long route, and there is also
10 the confusion about qualifications where you are going
11 to have many people coming in with the short-term plan.

12 MR. ROGERS: I am not sure that I just
13 follow your second point, but perhaps I could speak to
14 the first one.

15 I think perhaps the answer is we have
16 not considered or not included in our thinking as far
17 as this brief is concerned the question of there being
18 fewer and fewer people required at this level. That is
19 the long term situation. We are trying to look at the
20 situation as we are faced with it pretty much on our
21 doorstep and have been for some time.

22 The impact of automation and so on down
23 through the years to come is a difficult one to antici-
24 pate, so that we have been trying to be realistic in the
25 light of what we have on the table before us. We worked
26 with the people from the National Employment Service
27 and so on who have assisted us in coming to some of these
28 conclusions, and they have assisted us in our earlier
29 conferences, so our view has been based on that premise.

30 MR. THOMPSON: But to be realistic in
this, and I say this without in any way being derogatory
for the brief is an excellent one, you mentioned we should
know something of the trends that are going to take place,



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4 and I am wondering if there should be more forecasting.
5 Would you agree with me on that?

6 MR. ROGERS: Yes, I think that is so.

7 MR. THOMPSON: On the second point,
8 with so many people being able to take short-cuts in
9 training, the immigrants and the handicapped and so on,
10 and I certainly think it is very laudable that they
11 should be trained, but if they are all able to take
12 short-cuts --- I do not like to use the word, but in a
13 sense it would look like a short-cut to the fellow taking
14 an apprenticeship course --- do you see a muddle between
15 them? Do you see a muddle in those who are taking a
16 shorter course and the apprenticeship course, or are
17 you distinguishing the type of training?

18 MR. ROGERS: I do not foresee any
19 muddling problem. Of course, we have taken as our basis
20 for a lot of our thinking here indications given to us
21 by the Employment Service that they can make use now of
22 a great many more people of an upgraded type, and they
23 were left with, if you like, a number of second-rate
24 people in the labour force. That is unskilled or semi-
25 skilled, where there is an increasing demand for the
26 other type, and that is the direction our brief has been
27 slanted.

28 MR. THOMPSON: Let me give you a
29 particular example. If I had come from Europe, and
30 assuming that I am a non-skilled person, and I want to
feel I have an inclination and ability to be an electrician, and I work in the electrical field; with your plan there would be courses for me. I have assumed I will



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4 not take the whole apprenticeship course because I am
5 an older man, so I will take the short course.

6 The electrical field has young Canadians
7 moving in through a long course. Now, do you feel there
8 is room for all these people, the short term fellow and
9 the longer term fellow and that there should be no
10 distinguishing?

11 MR. ROGERS: I think as long as he can
12 qualify for certain certification within his category,
13 that would be true.

14 THE CHAIRMAN: You mean this man moving
15 in from Europe has had some training in that field, or
16 he just came here as an unskilled worker?

17 MR. THOMPSON: I am talking about both.
18 I am taking a non-skilled worker, perhaps not from
19 Europe, but there are so many areas. You want them to
20 be re-trained.

21 THE CHAIRMAN: Let us take a man from
22 Saskatchewan.

23 MR. THOMPSON: Yes, there are many
24 avenues by which you can get certification; where a
25 fellow going through, working steadily from grade twelve
26 and moving on, and where you give a shorter course for
27 many people they will take a shorter course and get
28 qualifications, will this not muddle the qualifications?

29 MR. EBERLEE: We had an example. The
30 Department of Education people told us there was a
problem resulting from the fact P.I.T. was giving short
term courses in which you could quickly acquire a trade
or skill, and people were evidently dropping out of some



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5 of the technical and high schools and heading over to
6 P.I.T. because they thought they could pick up the trade
7 faster.

8 The P.I.T. instituted a six-months
9 waiting period, and this perhaps illustrates the situation
10 you are concerned with.

11 THE CHAIRMAN: I think on page 5 this
12 is heading right into this very subject.

13 MR. GISBORN: Mr. Chairman, I think
14 this question here relates to one of the important parts
15 of our study, recommendation 3, and I would like some
16 elaboration on it and find out if the council found any
17 opposition to this approach during their studies and
18 developing of the brief. That is recommendation 3, on
19 page 1, that consideration be given by the Departments
20 of Education and Labour to establish ~~degrees~~ of
21 certification in trades where possible.

22 MR. EBERLEE: You are in the summary
23 of recommendations.

24 THE CHAIRMAN: This is the one I was
25 wanting to bring out.

26 MR. ROGERS: Perhaps Mr. Clayson would
27 like to speak to this. Do you know what the question is?

28 THE CHAIRMAN: If you look at page 5,
29 recommendation 3 --- what was your question again, Mr.
30 Gisborn?

MR. GISBORN: I would like some elabor-
ation on the recommendation, and the question I would
like answered is whether the council in their research
for the brief found any opposition to this recommended



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5 degree of certification in trades.

6 MR. CLAYSON: I have no experience on
7 this.

8 MR. ROGERS: I am sorry.

9 MR. FRIEDMAN: I wonder if I could make
10 a comment on this? At the risk of reading something
11 into the brief that the council did not intend to have
12 written there, I believe the point of recommendation 3
13 is that the purpose of vocational training is to prepare
14 people for work, not to complete courses, and that
15 therefore it is incumbent upon those who are in a policy-
16 making position with respect to course content, to make
17 certain that the course requirements are closely related
18 to the requirements for performing the particular job
19 the course is designed to prepare the worker to do.
20 That is very bad syntax, but I believe the council is
21 concerned with the fact that some courses have standards
22 which are pretty much unrelated to the requirements that
23 the trainee will face on the job for which the course
24 was preparing him.

25 MR. EBERLEE: The point of the recommen-
26 dation would appear to be that you are suggesting that
27 there be degrees of certification in each of the trades.
28 In other words, that a man who wants to be a carpenter,
29 if I may use that example, would go and take some sort
30 of an examination or some sort of practical test, and he
might come out an "A, B, C, or D level carpenter". Is
this the essence of this suggestion?

THE CHAIRMAN: I think if you read the
supporting statement it almost spells that out.



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5 MR. McCONNEY: There are two basic
6 things here.. Out of a recent study by council with
7 regard to the mentally retarded, I think in this respect
8 I may be able to augment my comment here, and that is
9 that they are persons with limited ability who presumably
10 could perform at a lesser degree of skill, and the
11 specific reference we make here as an example is in
12 connection with the class of chefs or cooks.

13 This does not apply in every trade or
14 not in every occupation, of course, but we do suggest
15 that consideration be given to those places where there
16 can be different grades, different degrees of qualifica-
17 tion so that persons with certain limited ability can
18 qualify for a lesser degree.

19 That is half of it. The other half is
20 that the entry qualifications be such that again in order
21 that all those with varying degrees of skill can hope to
22 find some occupation which is related to the abilities
23 at hand.

24 THE CHAIRMAN: We might as well cover
25 this point now, when we come to designating or certifying
26 more trades.

27 PROFESSOR LOGAN: We haven't come to
28 apprenticeship yet.

29 THE CHAIRMAN: No, but we have chefs and
30 cooks and a few things in here. We could wait until we
get to apprenticeship, but this seems to be bearing right
on that line.

MR. EBERLEE: The Committee has been
asked by various groups to consider compulsory certifi-



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4 cation in a number of trades, the idea being nobody
5 would be allowed to practice in the trade unless he met
6 the standards set under the programme that would provide
7 for certification, and this is the first proposal I
8 believe we have had where it is suggested there should
9 be graded certification.

10 So far every suggestion has been that
11 there be one standard. In other words, I would say a
12 journeyman standard in each of the trades that should be
13 certified.

14 MR. BOYER: I think the chefs and cooks
15 union did propose three or four different classifications
16 when they came.

17 MR. EBERLEE: That is the single
18 exception. This was with particular reference to the
19 building trades that we have been asked to establish one
20 standard in the trade.

21 MR. THOMPSON: If you have different
22 grades in various trades, you would assume that a man
23 would get paid in relation to the grade he was in, and
24 perhaps there might be a fear on the part of some people
25 that they would not get too much work so they would have
26 to be paid more.

27 MR. CLAYSON: We work at a lower level
28 than you are talking about. With reference to going
29 into certain types of jobs, there are things on jobs
30 they can do, but they cannot cope with the problems of
writing tests. Consequently they are excluded from many
of the trade training programmes.

These are people who can follow simple



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5 jobs and can go out in some of the trades and assist
6 someone in doing a job. It is absolutely impossible
7 nowadays for them to get involved in any of these
8 activities, but perhaps when you talk about a degree of
9 certification, this is a very low degree of certification
10 and perhaps it is certification that none of your trades
11 would wish to put a certificate on, but it is a degree
12 of ability. They have to do some of the simpler tasks
13 perhaps that people with a little more intelligence are
14 doing at the present time and are bored.

15 Our people can do these things, but I
16 think there is a reluctance to get them involved in any
17 type of job that we are discussing here because of the
18 difficulty in including them perhaps in their trade
19 classification or in their union or something else. The
20 workmen perhaps do not want them included, so how do
21 you get them involved with the job if they have to
22 compete with union certification and trade certification
23 and that sort of thing?

24 We know that the Provincial Institute
25 of Trades is absolutely useless to the retarded because
26 they cannot get in; they just cannot handle the
27 academic requirements that they have to have to take
28 training. For instance, they cannot be a hod carrier
29 --- assuming they are going to be a bricklayer eventually,
30 they cannot be a bricklayer eventually so they cannot
be a hod carrier, so there is another problem we do run
into.

31 The sweeper in a plant should perhaps
32 be moving into one of the more highly skilled trades in



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4 the plant. No one stands still. This concept has
5 defeated many of our people because pushing a broom is
6 essential in many places and it requires one hundred
7 per cent of the intellectual capacity of the person, but
8 unless they can move up to be a straw boss or whatever
9 they have over the common sweepers, they will not hire
10 him. How is this going to affect certification and
11 apprenticeship and that sort of thing, I do not know.

12 I think we have to re-examine some of
13 these problems and permit people who can do the simple
14 jobs to obtain them and keep them, and they do need an
15 element of training in this. They can be given work
16 training discipline, but it has to be related to the
17 specific tasks, and this requires a minimum of training,
18 but these would be almost non-certifiable people.

19 THE CHAIRMAN: Do you not believe that
20 if there was an upgrading of all of the skills and those
21 people who had the gray matter that could upgrade them-
22 selves, it would leave more job openings for the retarded
23 and those who perhaps cannot pass examinations or get
24 certification?

25 MR. CLAYSON: If re-training can be done,
26 and all the people who have the intellectual capacity
27 to do more difficult jobs are trained to do them, then
28 we tend to believe there will be simpler tasks made avail-
29 able for people who have simpler abilities. This gets
30 into the whole problem of automation, etcetera. The
simple problem we have is that they cannot get on to
courses and they cannot get the jobs because they cannot
be involved in further training to advance them.



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4 They cannot go any higher so certification is crippling
5 them.

6 THE CHAIRMAN: Certification was
7 crippling them?

8 MR. CLAYSON: The problem of certifica-
9 tion. They cannot advance to receive any type of certi-
10 ficate. In other words, instead of having three, having
11 four hundred degrees of electrician, and no normal
12 electrician would fall in the first four hundred.

13 PROFESSOR LOGAN: Certificate of
14 completion --- the word "completion" carries I think
15 the distinction between something which might be worthy
16 of a diploma.

17 MR. CLAYSON: When I say certification,
18 I am talking about giving a certificate indicating that
19 this person can do so much work. None of the levels of
20 certification at the present time are sufficiently low
21 to include people we are concerned with.

22 MR. GISBORN: May I ask, Mr. Chairman,
23 what labour representation participation took place in
24 the Social Planning Council? The reason I ask, in the
25 Hamilton Council we have adequate labour representation
26 working right with the Hamilton Social Planning Council.

27 MR. McCONNEY: There is labour repre-
28 sentation on the Board of Directors, and involved all
29 labour persons on the various projects and studies. I
30 am not saying on all, but I am saying in the conduct of
the council's projects they were very cognizant of the
need for labour representation.

This brief has resulted from many



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5 separate projects and meetings, etcetera. There was no
6 one group, and therefore no specific labour representation
7 in the preparation of the brief. There was consultation
8 with our labour representation on the board of directors
9 in the draft stages.

10 CAPTAIN HALSEY: Mr. McConney suggested
11 there were two aspects to this recommendation 3. In
12 relation to the first aspect of it, our experience has
13 been that the Department of Education provided us with
14 so much leeway in the course at the House of Concord that
15 the certificate which we provided would be "Boy A is
16 a farm labourer, has completed three months course in
17 farm labour skills. This certificate is issued by
18 ourselves, and the course has been endorsed by the
19 Department of Education, and we are receiving the
20 necessary funds to carry it on, but a certificate means
21 as much as anyone is willing to read into it and nothing
22 more or less than that.

23 There is another thing which I deem
24 important, that the Department take some responsibility
25 for, by giving trade certification which would give some
26 meaning across the province or however wide you want it
27 to go so that Boy A could carry this certificate with
28 him to some other location, and that would have some
29 more meaning than what we are able to write into it or
30 the signatures we attach to it.

THE CHAIRMAN: I agree with that. Some-
times we think it should be the federal government that
does the certifying here so that it would be good across
Canada instead of just Ontario.



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5 MR. GISBORN: I think it would be rather
6 better to change the word "trades" in this recommendation
7 to "various occupations". It reflects on the designated
8 trades in the industry.

9 THE CHAIRMAN: Are there any questions?

10 MR. THOMPSON: I have one on page 12.

11 THE CHAIRMAN: Is everybody clear up to
12 page 12?

13 PROFESSOR LOGAN: I would like to
14 suggest that Mr. Gisborn's remark should carry some weight.

15 THE CHAIRMAN: Actually we are not
16 talking about the trades.

17 PROFESSOR LOGAN: No, I think that takes
18 care of a lot. You are talking about certificate of
19 completion of trades, and what these gentlemen are talk-
20 ing about is something entirely different.

21 THE CHAIRMAN: They are talking about
22 grading at all levels.

23 PROFESSOR LOGAN: Yes.

24 THE CHAIRMAN: We are going to talk about
25 a tradesman as a man who will eventually be a journeyman.

26 MR. ROGERS: Change the word to
27 "occupation".

28 THE CHAIRMAN: Yes. Are there any other
29 questions now, until we get to page 12?

30 MR. THOMPSON: My question on page 12
is that you emphasize youth, and I am wondering about
these hostels for the low paid employees. I raised the
question when we had a representative here in connection
with the hostels, and they felt their people coming in



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5 did not want the hostels in Metropolitan Toronto for the
6 group they look after. I am still wondering whether you
7 have hostels that you want to be run by the government
8 or else by voluntary agencies for low paid workers? Do
9 you think this is good or whether we should try to
10 arrange some kind of rental basis for him. I mean by
that they could go to boarding homes.

11 MR. MCCONNEY: The particular reference,
12 Mr. Chairman, in this is particularly for youth and the
13 problems with regard to them. The emphasis in this is
14 not generally for all ages. Again this arose out of the
15 study --- primarily in the study on the mentally retarded,
16 but it applies also generally to the needs of the groups
17 which we have mentioned. The emphasis here, however,
is on youth.

18 MR. THOMPSON: As I understood the
19 historical role of the Y.M.C.A. was for this particular
20 group. I assume it has changed now more into a young
21 business men's association or something, and you feel
that this is the objective?

22 MR. CLAYSON: May I speak to that from
23 the point of view of our interests in this particular
24 area? We have young people who can hold jobs today that
25 can do jobs in various types of industry or can work in
26 some sheltered employment where they can receive some
27 remuneration. They can do this today in the Metropolitan
28 Toronto and other centres, and this is common all over
29 the province, or will be, and they make small amounts of
30 money and they live at home with their parents, and some
will even reach the exalted position where they will



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4 pay income tax at the very lowest level.

5 However, if their parents die they will
6 immediately go to an Ontario Hospital where they will be
7 the wards of the provincial government and cost the
8 provincial government \$3,500.00 a year to keep them there.

9 With their intellectual ability they
10 are not able to look after themselves. They will pretty
11 soon be in trouble if they stay in the community, and
12 end up in the courts, and instead of going to the Ontario
13 Hospital they will end up in the penitentiary.

14 These young people can continue to carry
15 out an effective job which is needed in the economic
16 community if they can have a place to live where they
17 could get some support, with someone there who cares
18 whether they sign up for dancing lessons that will get
19 paid for in twelve years, someone there to give them
20 guidance. I do not think they would receive this in a
21 normal hostel as we tend to think of it. This is what
22 you might call a sheltered boarding house. It might be
23 that through this boarding house some of the recreational
24 time may be organized to the extent that it could be
25 useful rather than wasted on a street corner.

26 THE CHAIRMAN: In other words, basketball
27 or many things could be taught to them there that would
28 be recreation as well? Is that what you are thinking
29 about?

30 MR. CLAYSON: Assume that they received
these skills in the initial training programme, and now
they are forty years of age and their parents are dead.
They may have \$5,000.00 left in the bank, but pretty soon



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4 that \$5,000.00 will be gone and they can be talked out
5 of it quite easily, and they will be living in one room
6 somewhere and they may be paying rent which is too high
7 and they are not ~~able~~ to assess that it is too high,
8 and they could be led up many garden paths by many people.
9 Consequently their pay is not sufficient to keep them
10 alive and they are in debt and they are in the courts
11 and in jail.

12 If they can go home to a sheltered area
13 where their activities are organized to some extent and
14 they could pay part of their pay out in rent --- a
15 matter of providing facilities, and have people there
16 who can help this young person organize his life so that
17 he can continue happily in his work, and also have
18 recreational pursuits.

19 We know today there are many people in
20 Ontario Hospitals who are in this category, and I can
21 immediately think of three people who were placed in
22 the last twelve months, and the difference between these
23 young people paying income tax and costing the government
24 \$3,500.00 a year to keep them is quite a change.

25 MR. HARRIS: Could you give us a round
26 figure on the number of people we are talking about in
27 Metropolitan Toronto who are in this category? This
28 group has an I.Q. of what?

29 MR. CLAYSON: I am talking about persons
30 who have an I.Q. of 55 to 70. I think we have a
classic example of a boy with an I.Q. of 35.

MR. HARRIS: How many people in
Metropolitan Toronto in this category?



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4 MR. CLAYSON: Concerning all the statis-
5 tics on the retarded you are giving a wild guess. The
6 majority are in the high levels and I would say you might
7 run into the possibility of several thousand young men
8 and women in this category.

9 THE CHAIRMAN: These people before were
10 ditch diggers?

11 MR. CLAYSON: If they were lucky they
12 might be a ditch digger.

13 THE CHAIRMAN: We have very few in
14 comparison to what you used to have because machinery
15 has taken over that type of work.

16 MR. CLAYSON: Many of these people
17 were sitting in back rooms or in mental hospitals or the
18 Ontario Hospital School at Smiths Falls. Some of these
19 people would be at Cobourg and Aurora. Many of these
20 people in these facilities are in the range we can
21 talk about of sixty to seventy-five and eighty. Those
22 over eighty are on the borderline. Many of them are
23 capable of performing jobs.

24 They may be a problem for you ten years
25 from now with automation and other things creating a
26 problem.

27 For the hostels we are talking about
28 young people who are trained to do a specific task.
29 I know a young girl who works in jewellery, putting
30 pearls on a toothpick, and she takes them off the
toothpick and puts another one on the toothpick, and
puts them on the block, and she works eight hours a day
and five days a week and makes \$35.00 a week. This
girl is as happy as a clam. If her parents died, and



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5 none of her relatives take her on, she will be in Whitby
6 within two weeks.

7 MR. THOMPSON: As I understood from
8 the representative of the Department of Health, the
9 policy of the Department is not to try to get the people
10 out of the institutions. I know in Manitoba they had
11 girls placed in domestic services and a lot of caretaking.
12 Is there any hostel for these people?

13 MR. CLAYSON: There is in Toronto
14 on St. George a hostel that does this type of thing.
15 Perhaps it is not exactly applicable because you are
16 going to have several different types, but along the
17 same lines.

18 On St. George, it does have girls
19 from the Ontario Hospital School. They re-train them
20 and put them to work in simple tasks. They do find that
21 these girls have to relate back to the haven. They
22 may live in boarding houses, but they come back on
23 Thursday night and they help them with the banking and
24 some of the small tasks.

25 If they did not get this support,
26 they would drift into trouble. They would probably do
27 worse than get back to the Ontario Hospital School.
28 It is assisting a lot of them.

29 There was a recent study done on these
30 people indicating a follow-up over the last twenty years,
and that showed a great many of these young women have
been able to cope with living in the community over a
long period of time because they did have this type of
sheltered residential living.



THE CHAIRMAN: Gentlemen, we are going
to adjourn, to reconvene again at two o'clock.
The meeting is adjourned.

--- Luncheon adjournment.



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4 --- On resuming at 2.00 p.m.
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6 THE CHAIRMAN: I believe this was your
7 recommendation number 11, on page 12. Was not that one
8 of yours, Mr. Gisborn?

9 MR. GISBORN: Page 5, I believe.

10 THE CHAIRMAN: This was someone else's
11 who is not here right now. I wonder if we can turn back
12 to page 9, in the second paragraph. It seems to me there
13 is a lot of meat in that. How are we going to motivate
14 these people when we have all the things we need? Has
15 anyone got any ideas how you keep them in school? Where
16 does the present problem lie; with the parent, or the
17 teacher, or whom? This is a problem that I think we
18 are having in a lot of cases now and I wonder if anyone
19 has any ideas along these lines.

20 MR. HARRIS: Would not part of that be
21 answered with counselling?

22 THE CHAIRMAN: That is the point. Is it
23 counselling or teachers or parents?

24 MR. HARRIS: A little bit of everything.

25 MR. ROGERS: It says:

26 "Complex as this problem is with
27 children it is infinitely more so with
28 adults. The potential to learn must
29 be considered, and so must attitudes
30 towards previous schooling, the purpose
to be gained from training, the effort
that is required, and the direct or
indirect cost involved."



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4 Motivation is a pretty complex subject. It is made up
5 of a number of things that I think are suggested in the
6 brief, such as this gentleman suggests: Counselling,
7 financial support, and good staff.

8 THE CHAIRMAN: Suppose we had compulsory
9 certification, to get young people started on a trade
10 and after two years our economy reached a point where
11 Dupont or General Motors, or some of these people want
12 men and they are offering such big wages, how do you
13 keep a boy finishing a trade when these earnings are
14 there, starting at \$1.68 or \$1.80 an hour? What is
15 the answer to that? This is where our problem is, in
16 our opinion, that a lot of young people have started to
17 work when jobs were plentiful and did not learn a trade
18 and now they find that they are out of work.

19 MR. GISBORN: There were certain factors
20 that brought that about and I do not think we can spend
21 time to go back over it.

22 THE CHAIRMAN: But, this could happen
23 again.

24 MR. GISBORN: Another cause of our
25 present situation was the Second World War, bringing
26 about high employment and production needs.

27 THE CHAIRMAN: Well then, would you
28 agree, with these manufacturing plants we should grade
29 our employees? Maybe the trade union had better take
30 a look at this because the problem revolves around that,
where a junior can get the same wages as a man who has
been there for years, in certain trades. Should not we
take a look at that?



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4 MR. GISBORN: I think the situation has
5 changed in the industries today something drastically
6 from the post-war years. The Steel Company of Canada,
7 particularly, they are hiring nobody, that I know of now.
8 They may, in some small degree, but their admission is
9 grade twelve for almost any occupation there is in the
10 steel industry.

11 THE CHAIRMAN: Yes. But, even at grade
12 twelve, a young fellow --- I am thinking about Dupont
13 of Canada. This year, I know twelve boys in my area,
14 with grade twelve, finished their schooling, and I
15 talked to one and he is getting \$1.97 an hour. He is
16 never going to have a trade if anything should happen in
17 this plant. I do not think that would be a trade in
18 there, when you are spinning, or whatever they do. It
19 is an occupation, I guess. That is it.

20 MR. GISBORN: I do not think that
21 manufacturing industries are hiring more people than they
22 need and they are going to keep operating; so, they
23 have to hire somebody.

24 THE CHAIRMAN: Should they be graded
25 when they go in there? I think it is union wages, is it
26 not, that dictates the wages that these people pay to
27 these boys? That is the point.

28 MR. MORNINGSTAR: That ~~would~~ be all
29 right if they had a proper training and it was certified
30 and there is a vacancy.

THE CHAIRMAN: You do not have this
training.

MR. MORNINGSTAR: The Steel Company



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4 of Canada, the same as other industries, generally are
5 where there is a labour pool and they have these educated
6 young people there that they want for some other depart-
7 ment there and they have got that education and they
8 pick it up quickly and they start out on this labour
9 pool and re-hiring.

10 MR. GISBORN: I think the role of
11 industry is going to be to offer the greatest degree of
12 co-operation in regards to on-the-job training for the
13 continuity of employment for their displaced persons in
14 their own industry, those that are dropped back because
15 of technological changes. I think this is true of the
16 main areas in the industries --- their co-operation in
17 regards to on-the-job training, for specific occupations
18 --- not trades --- and the re-training of their dis-
19 placed people in their own plants, because of the
20 technological change.

21 THE CHAIRMAN: But it has not happened
22 in that particular industry. We all know what happened
23 in Cornwall. When Rayon first came in, they hired a
24 lot of people and then finally we had another textile
25 called Nylon that took a lot of the boys and we had a
26 lot of people out of work and it was quite a problem.
27 I am not talking about the people who worked there. I
28 am talking about the boys --- to keep them at a trade
29 when they get there.

30 PROFESSOR LOGAN: Where did they take
them from? I mean, a manufacturer who offers a bigger
price, does he take them? He doesn't take them from
his own apprentices?



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4 THE CHAIRMAN: No.

5 PROFESSOR LOGAN: Does he take them from
6 his competitors' apprentices?

7 THE CHAIRMAN: In a lot of cases he took
8 those boys right out of high school, who went to Dupont.
9 In other words, perhaps if this opportunity had not been
10 so good they would have finished their grade thirteen
11 or they would have channelled themselves in something
12 else. That comes back to this, on page 9 here. When we
13 have everything set up, how are you going to keep a boy
at school?

14 PROFESSOR LOGAN: Stop the drop-outs.

15 THE CHAIRMAN: This is one of the big
16 problems to be faced regardless of what we do in schools
17 or anything else.

18 MR. GARDNER: Is not your question
19 answered, to a certain extent, by the recommendation on
20 page 10? The implication there, it would seem to me,
21 was that this counselling would not only be available
to help people to start taking a course,

22 THE CHAIRMAN: Would you speak a little
23 louder, please?

24 MR. GARDNER: The point I was making is
25 that counselling recommended in recommendation number 8
26 would not be available only to trainees, upon entry or
27 thinking of entering a course of training, but also at
28 any point during their training; so that if they were
29 thinking, say, of leaving a course of training and
30 leaving a certain vocation to take work in a factory,
the guidance and counselling would be available to point



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4 out to them what the implications of this might be.

5 THE CHAIRMAN: I understand what you
6 are saying and, perhaps, we have to agree with that.
7 But, to me, a young fellow nineteen years old, leaving
8 grade twelve or, let us say, he was an apprentice for
9 two years and these opportunities come along, with very
10 high wages; he is going to be a pretty hard boy to hold.
11 He would like a car and the things that a lot of other
12 boys have. Maybe there is no answer to that problem.

13 MR. GARDNER: He would be hard to hold,
14 but I think perhaps many things could be pointed out to
15 him, that he may be making certain sacrifices at the
16 present time for greater security in the future.

17 DOCTOR CRISPO: Nevertheless you are
18 still going to be left with the problem of filling this
19 low-skilled job. Somebody is going to have to take it.
20 If somebody does not, it is going to be made more tempt-
21 ing because they are going to raise the rate even higher.
22 I suppose what you have to argue is once these fellows
23 get into this position, these twelve boys, we have to
24 be ready to step in and re-train them later on.

25 THE CHAIRMAN: These are all young men.
26 I am not talking about men twenty-one and twenty-five
27 years of age.

28 MR. ROGERS: Always be ready to pick up
29 and train.

30 DOCTOR CRISPO: This is what some people
call continuing education. You can pick up anyone at
any time and give him the training he requires, and he
goes off to work and he might find that he has to be



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4 re-trained later on.

5 MR. LOWES: This is a problem of co-
6 operating in industry on-the-job training. I am
7 particularly concerned with the school drop-out problem,
8 as put forward in this report of the Social Planning
9 Council. We are concerned because between four and five
10 hundred thousand young people are going to go into the
11 labour force in the next ten years and they are going to
12 comprise 25 per cent of the labour force at that time.
13 The thing that concerns us is that a third of them will
14 have left school with grade eight or less education and
15 that another third will drop out before even getting a
16 junior matriculation, and only some six per cent will
17 have any college education. The point I want to make
18 here is that a drop-out --- for instance, if we can get
19 back to these fellows at grade twelve or thirteen, we
20 are worried about him, but provided he has completed
21 some educational plan, we do not consider him a drop-out,
22 or, even if he has completed some terminal course, he
23 is not a drop-out. That is a boy who is aiming towards
24 university and then suddenly drops out at grade twelve;
25 he has nothing to fall back on.

26 THE CHAIRMAN: Those are the boys I
27 am talking about.

28 MR. LOWES: But, the boy who goes to a
29 vocational school and goes up to grade ten, eleven or
30 twelve, and completes a course, a vocational course that
will prepare him for a trade, he is not considered a
drop-out and these are not the ones that we are really
concerned about. But, once that boy has a trade and goes



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4 into industry, he is trainable and he is going to receive
5 further on-the-job training. He is not the type of boy
6 who is going to become a drag on the labour market.

7 I am hoping we can go further into this drop-out problem
8 because our feeling is that this is about one of the
9 biggest problems that this country is going to be faced
10 with.

11 DOCTOR CRISPO: Has the Social Planning
12 Council got enough copies of that study to supply us?

13 MR. LOWES: There is a tremendous amount
14 of supported evidence in this document. I think this
15 Committee might be interested in receiving that and
16 making it available.

17 MR. GISBORN: I would ask this question:
18 Has your Council found the same frustration that we might
19 be facing as a Committee in regards to the needs in the
20 specific trades or fields? We talk about training
21 people in all these levels, but we just have not been
22 able to decide what the needs are going to be in any
23 particular area. Suppose we find a solution for the
24 training of these drop-outs; we do not know what is
25 going to be needed in ten or fifteen years.

26 MR. LOWES: We have people on our Drop-
27 out Committee, from the National Employment Service and
28 labour and educators, and so on. There is every evidence
29 that there has to be a much stronger tie-in with the
30 National Employment Service and these services of
theirs have got to be not only consolidated but they
have to be expanded on. The youngster that drops out of
school, we find, does not know what services are available



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4 to him in the community, so he can go along from job to
5 job and there could be lots of hands ready to help him
6 and he does not know they are there. So, something has
7 to be done to, first of all, expand and consolidate
8 these services and then make them known. You could have
9 the best product in the world, but if you do not adver-
10 tise it you cannot sell it, and it all comes back to
11 guidance, this whole question of guidance right into the
12 elementary schools, up through your high schools. Even
13 with our guidance practice today, you find that a young-
14 ster can only get one interview a year with this
15 guidance counsellor, at the most. This will last about
16 fifteen minutes, the visit. How can a guidance counsellor
17 know about that boy? It is insufficient at the high
18 school level. It is virtually non-existent at the grade
19 school level. Your educators will tell you that you can
20 spot the potential drop-out back in grade one and two
21 and there are not the services there to take over and
22 help this youngster away back there, when the roots are
23 planted.

24 MR. McCONNEY: I might add, the
25 experience I had on the Unemployment Committee was this:
26 First of all, there was no strong research programme
27 and this is why research is referred to here, in order
28 to guide efforts to determine what training in the field
29 of unemployment is required, and I am sure this can be
30 drawn right across the board of and education generally.
There does not appear to be any strong research programme
which will give this kind of guidance. We have a lot
of spotty research, but it is our understanding that



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4 there appears to be no real co-ordination, so that there
5 emerges a strong clear picture on which training pro-
6 grammes can be based, of real knowledge and forecasting,
7 and so forth. Certainly, it would seem to be generally
8 agreed that this, at the best, is most difficult anyway
9 and you cannot, with certainty, design the courses and
10 say: This now is going to provide people with a life-
11 time of skill. The thinking seemed to be, first of all,
12 that we had to accept the broadest possible terms of
13 reference for training. There would seem to be initially,
14 if I can again use the unemployed educator tendency to
15 say: We will take this man and if he has got --- first
16 of all, he has to have grade ten and then we will give
17 him a specific skill, but we soon begin to see we have
18 to give him the necessary upgrading. So, you seem to
19 be saying that, first of all, in training you have to
20 accept the principle that we have to give him the basic
21 knowledge up to his level of ability. If he has the
22 capability to be a grade thirteen or a university
graduate, but he stops at grade eight, at least, let us
take advantage of this and give him an opportunity.

23 Secondly, this then will surely give a
24 person the basis on which to re-train and adapt, if the
25 field in which he gets directed, through change and
26 technology and all the rest of it, falls apart. Then,
27 however, there is a whole group of people who haven't
28 got this ability and will not get beyond the specific
29 skill, specific trade --- perhaps using the term wrongly,
30 or a specific occupation and here I think we are saying
that our approach to training --- and this may or may not



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4 be helpful --- but it seemed to us approaches to train-
5 ing must be based on the principle of flexibility.
6 We have to, in every way possible, bring people up as
7 far as they can go, but at the same time, recognize
8 that there will be a lot of people who will be taken
9 from one skill to another, as they require re-training,
10 and re-orientation, within the limits of their potential.
11 I think this is all part of what we were talking about
12 this morning on your earlier question too about compul-
13 sory certification or special levels that people must
14 meet and so on. And presumably, this, too, must be
15 adaptable to the need for people with varying degrees
16 of ability and that we must not perpetuate, through our
17 development of training, the kind of thing that we are
18 referring to where, through the needs of employment
19 firms and industry, and the rest, they tell us to set
20 this high standard in order to have a pool of people that
21 they can draw one or two out of. This, of course,
22 immediately eliminates a whole group of people who will
23 never have the ability to be drawn out of this pool,
24 so that the certification level has to recognize that
25 there will be part of this skill, perhaps, at the lower
26 degree of certification, but acceptable to doing the
27 job and not undermining the skill that is required and
28 at least enable a lot of people who can never reach
29 a higher degree of skill to find some place in the labour
30 market, with a marketable ability and something that they
can show and say I have that skill.

THE CHAIRMAN: Do you feel that we
should, in our elementary schools, start teaching people



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4 to, as well as use their heads, use their hands and get
5 them co-ordinated? I think that is a big problem with
6 a lot of boys after they quit school; they have never
7 been taught to use their hands and use them together.

8 MR. MCCONNEY: I hope that the Robarts'
9 Plan is going to provide some of this.

10 THE CHAIRMAN: Not in an elementary
11 school, if you have that many drop-outs at grades eight
12 and nine.

13 Now, I think just before lunch we were
14 at page 12, recommendation 11. Mr. Thompson, were you
15 satisfied with that?

16 MR. THOMPSON: Yes, I was. Thank you.

17 THE CHAIRMAN: Will you carry on then?

18 MR. ROGERS: There was just one thought
19 that came through there. This had been emphasized rather
20 strongly, but number 11 is from the standpoint of the
21 mentally retarded person. I think Captain Halsey, or
22 someone from his group wished to say something about this.

23 CAPTAIN HALSEY: I wanted to clarify
24 recommendation number 11, from the standpoint or under-
25 standing of the Salvation Army's role in working with
26 the homeless man and other individuals. We have a large
27 hostel in the city now, which is referred to in this
28 report and we might ask: Surely, you are not suggesting
29 more hostel space or facilities for low-paid employees?
30 Is that what you had in mind? What do you mean by low-
paid people.

MR. THOMPSON: Yes. My concern had
been that rather than having large hostels, for people



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4 designated in a low income bracket, that it might be
5 better to search around the community and have them in
6 boarding houses and help them by some kind of rental
7 system.

8 CAPTAIN HALSEY: I would like to suggest
9 that we find that we have difficulty in helping the
10 adolescent who has problems that lead to the drop-outs
11 at school, and floundering around the labour market;
12 we have difficulty in providing him with the kind of
13 service that we would like to in our hostel, such as the
14 one on Sherbourne Street. So, we have another affiliate,
15 which is a place called The House of Concord, where we
16 work with probationists between sixteen and twenty and
17 these young fellows are, in the main, school drop-outs.
18 They are boys who have left school before they have
19 reached their ultimate in education, that have quit
20 because of social problems and family difficulties and
21 brushes with the law, and so on. Now, we have a
22 specialized facility for this type of problem person,
23 referring to a specialized problem for the handicapped;
24 but, we do not have enough of these. We have only room
25 for forty-five and we bring them from all over the
26 province. We have all kinds who are not reached. We
27 have to turn them aside constantly. Then they go to
28 prison because this is the only alternative to the
29 probation in our institution, or prison. They cannot
30 take probation on the street because they have no home
and they come to our place, or go to jail. So, there
definitely is a need, in our experience, for this type
of facility and there is also, from the experience of



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4 Mr. Eason, working at our hostel and his experience
5 with the P.I.T., that a number of the young men who come
6 into this community, come from out of town to take
7 courses at the P.I.T. and are forced, because of low
8 allowance and other factors --- no allowance for street
9 car fares, and so on --- they have to live in that
10 area adjacent to the P.I.T. and they are forced to go
11 into poor-grade housing, rooming houses, and so on.
12 Now, it is our understanding that this has led to serious
13 moral problems and social problems which lead to the
14 deterioration of this individual coming from outside to
15 the big, bad city, and there not being adequate facilities
16 for him within the range of this large and ever expanding
17 institute of trades in this community. This is something
18 else which is associated with this.

18 MR. THOMPSON: I wonder if I could say
19 that I think there probably is --- and I will agree that
20 there is --- a role for government, certainly when you
21 are talking about probation hostels, and the others,
22 and I would also suggest that I think there is a role
23 for private agencies to re-examine their own functions.
24 I am not thinking of your particular agency, but I am
25 thinking of some other agencies that might have started
26 originally with the tradition of taking apprentices,
27 in other countries; but, it seems to me they have
28 changed their position now, and I think they should
29 examine this. I will be quite frank about it. I am
30 talking about the Y.M.C.A. They should examine whether
their purpose is really low-cost hostel accommodation
or whether they need to do a more vital job in providing



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5 this kind of service. I suspect that the service they
6 are providing is low-cost hostel.

7 THE CHAIRMAN: Do you not think that if
8 we are going to go into this training, as heavily as we
9 will have to, that we have no agencies --- there is no
10 place to look after these people? To me, trade schools
11 perhaps are all right in Toronto, but I think they would
12 be a little better out in the country, if we had
13 accommodation to keep young people. I can think of a
14 lot of places, in my riding, where they would not get
15 into all the trouble that they do in Toronto and, so
16 far as I can see, it would be a healthier environment.
17 A lot of these young people that we are bringing in from
18 outside, I know that they bring young fellows from our
19 business up here to Toronto and a lot of them do not
20 want to go back. This is taking them out of their own
21 environment altogether and they are not very happy about
22 it. You bring a young fellow in from the country and
23 put him down here where the trade school is and he has
24 to find a boarding house out in North Toronto. This is
25 quite a problem to him. There is not only the problem
26 of finding a boarding house, but there is a waste of
27 time. He is used to walking to work in a hurry.

28 PROFESSOR LOGAN: It is a pretty sad
29 environment.

30 THE CHAIRMAN: That is right. Does that
clarify your thinking now? We will move on. Are there
any questions?

MR. GISBORN: I would like some brief
elaboration on their supporting statement for the



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4 apprenticeship programme to be under a single department.
5 It has been suggested the Department of Education.

6 MR. ROGERS: That is number 12?

7 MR. GISBORN: Yes.

8 MR. ROGERS: I think Mr. McConney would
9 perhaps best answer that.

10 MR. McCONNEY: Mr. Chairman, I guess
11 the Council took your statements and turned to a
12 reference quite literally, to step in where angels may
13 fear to tread. But, it seems that you are asking for
14 ideas and opinions; so, we included this in our thinking.
15 It seemed to us that in the experience of our various
16 groups ---- well, our Social Planning Council, and this
17 is our specific field of reference --- that there did seem
18 to be a considerable overlapping of a matter here of
19 jurisdictional division of responsibility between two
20 departments at least. That was that the Apprenticeship
21 Act is under the Department of Labour, as we understand,
22 and the training itself has been, in a sense, parcelled
23 out or is actually under the responsibility of the
24 Department of Education and it is a divided thing here.
25 We looked then at this in keeping with our other state-
26 ments about the necessity for co-ordination and the
27 necessity for some kind of broader and a more overall
28 look at the complete training programmes that are avail-
29 able for the training, education and upgrading and all
30 the rest, and within this, it seemed to be that there
should be some kind of single responsibility. If this was
basically an educational matter, then it should be under
the Department of Education, presumably. It depends



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4 then how it is viewed. The Apprenticeship Act and the
5 training under the Apprenticeship system would not be
6 furthered by consolidating and putting this under a
7 single administration, but this too as part and parcel
8 of a total training programme, not something because
9 it involves the Department of Labour, as opposed to the
10 secondary schools, that it seems to get spread so thin
11 that nobody knows who is doing what.

12 THE CHAIRMAN: You feel that as long as
13 it is training it should be under the Department of
14 Education?

15 MR. McCONNEY: We would say that, in our
16 total principle, yes. It seems to us that a consolida-
17 tion of education and training, under the overall
18 direction of an adult educational department, might well
19 result in a more single-purpose training programme.

20 THE CHAIRMAN: That answers it.

21 MR. BRUNELLE: Along that same line,
22 Mr. Chairman, I just wanted to ask Doctor Crispo whether
23 any other jurisdiction, any other province in Canada,
24 whether they have a similar pattern?

25 DOCTOR CRISPO: I think, by and large,
26 it is a similar pattern. We might ask these gentlemen
27 if they care to comment on what might be the case with
28 the Department of Labour. I think that we say that
29 apprenticeship necessarily involves a great deal of
30 contact with unions and employers and that for this
reason they, already having those contacts, should be
involved in the apprenticeship programme. I think this
is the strongest point that they can put forth and I



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4 think there should be some weight attached to it. How
5 valid do you think this argument would be, as opposed
6 to the general thesis that you have put forward? Maybe
7 that is an unfair question.

8 MR. McCONNEY: I think there obviously
9 is room for argument, but we were looking at it from
10 the attention we had given to the general pattern of
11 education and the general need for a flexible and
12 carefully co-ordinated programme of training, obviously
13 of which apprenticeship is part. As I say, this is not
14 a field in which we are working as constantly as we are
15 in other services in the community; so, there may be
16 other arguments which we pose ourselves and we would
17 recognize this. To what extent other members of our
delegation would wish to comment, however, I am not sure.

18 THE CHAIRMAN: I think it had been
19 suggested by one group that as long as anyone was
20 serving his apprenticeship that he should not go into
21 the union. That would seem to me that if it was under
22 the Department of Education he would be under their
23 control until such time as he got to be a journeyman,
24 or whatever it was, and then he would move into the
Department of Labour.

25 PROFESSOR LOGAN: When you use this
26 term "education", seven-eighths of the time that an
27 apprentice puts in in his endeavour is at the bench.
It is labour and it is time.

28 THE CHAIRMAN: But it is education.

29 PROFESSOR: It is education. Everything
30 is education.



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4 THE CHAIRMAN: That is right.

5 PROFESSOR LOGAN: You can point, your-
6 self, Mr. Chairman, to a lot of lads who, if they had
7 some schooling of the hands or some interest of the hands
8 rather than the head, perhaps would find a better place.

9 THE CHAIRMAN: Yes.

10 MR. McCONNEY: Might I interrupt you
11 and ask if that seven-eighths of the time at the bench
12 is true today and is going to be true in the future, or
13 was that true in the past?

14 PROFESSOR LOGAN: In the past it was
15 eighth-eighths instead of seven-eighths. It is about
16 seven-eighths at the present time. What the future holds
17 I would be rather inclined to agree that probably more
18 time will be given to, shall we call it, the school
19 aspect.

20 THE CHAIRMAN: But, even today I know
21 that automotive apprentices --- we have a boy for two
22 and a half years and he works with a mechanic. He is
23 a mechanic's helper. But, the only time we gain on that
24 would be the time that the mechanic would gain at getting
25 a job out faster. He is with the mechanic, getting an
26 education. You might argue that it is productive time,
27 but it is not productive time, only that the mechanic
28 might get the job completed faster by having an apprentice
29 with him, when he trains him, to be of some use to him.

30 MR. ROGERS: There were some very
dramatic things done in the role of trade training during
the war in abbridging some of the lengths of time that
were required to produce at least an adequate mechanic



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5 for military purposes. Are we talking about efficient
6 education?

7 DOCTOR CRISPO: Training in industry,
8 during the war, was also greatly condensed and they
9 found they could turn out --- and perhaps there were
10 more specialists than before the war --- but, they could
11 turn out something which they thought was competent.

12 PROFESSOR LOGAN: The Department of
13 Education and the educationalists think in terms of
14 advance; improvement is marked by examination and
15 result. The labouring world thinks more in terms of
16 time spent. It is time, rather than a measure. The
17 measurement is one of time and they talk about four years
18 as a term for an apprenticeship. I think it has a lot
19 to do with this business that you need to be educated
20 through the hands as well as the head and it takes time
21 to educate people --- if we can use the term education
22 as equally applicable to hand and head.

23 THE CHAIRMAN: Very good. Now, I think
24 on page 14, recommendation 13, there was something.

25 MR. THOMPSON: Under recommendation
26 number 12 I notice that you ask for the appointment of
27 a Director of Vocational Training. This is on page 18.
28 You want a co-ordinator for programmes of training and
29 re-training of youth. Who is going to be superior to
30 the other?

MR. LOWES: I would think that the
thinking there is that these are two different individuals.
The co-ordinator of youth services and activities is
going to be a person who would try to co-ordinate all



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4 the services that are available to youth. It would be
5 quite distinctive from this person that would work with
6 either the Department of Labour or the Department of
7 Education. I suppose it would be the Department of
8 Education. But, they are two separate individuals. I
9 would think that the co-ordinator of the youth activities
10 would work in close liaison with this man in the
11 Department of Education or the Department of Labour,
12 but would not supersede him, necessarily.

13 THE CHAIRMAN: Does that answer it?

14 MR. THOMPSON: Yes, to an extent. I
15 was thinking of your suggestion that there were about
16 three of four co-ordinators in the Metropolitan area
17 and I would feel that the Director of Vocational Train-
18 ing, surely he would be trying to co-ordinate the
19 programme and he may have some assistance or advice on
20 this; but, I would think that he would be in charge of
21 the whole programme and this co-ordinating would come
22 under him?

23 MR. LOWES: Except, Mr. Chairman, that
24 this co-ordinator of youth services is going to have
25 a much broader frame of reference than is intimated
26 here for this director of recommendation 12.

27 THE CHAIRMAN: I sometimes think maybe
28 I would have to agree with Mr. Thompson. Maybe we do
29 not want to get too many chiefs and not enough Indians.

30 MR. LOWES: I do not think any of us
would disagree with that.

THE CHAIRMAN: On page 14, recommendation
13, I think the Committee is agreed on that now.



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4 We do not need to argue that point anymore.

5 MR. GISBORN: I do not think we should
6 leave the impression with this Council that we have
7 agreed. We might agree, but the application of their
8 submission is going to be a tough one, although we are
9 going to strive to do something about it.

10 THE CHAIRMAN: I think we have agreed
11 that it should be lifted --- maybe not abolished.

12 Is there anything else on page 14?
13 Any questions?

14 DOCTOR CRISPO: Under recommendation 15,
15 I gather that one of the things you are thinking of
16 here is the provision of credits for those who go through
17 the technical schools and then go into apprenticeship;
18 in other words, that there should be some form of
19 adequate credit given to them for any work that they
20 have done in the trade in their high school work. Is
21 this fair? Is this a part of it?

22 MR. ROGERS: I think that is a correct
23 statement.

24 THE CHAIRMAN: Under the supporting
25 statement, I think that is what it says.

26 MR. ROGERS: I do not think I would
27 have any quarrel with that.

28 MR. THOMPSON: I am wondering, Mr.
29 Chairman, if I can ask about recommendation 14. We
30 have had some representation which suggested that
apprenticeship is a training period and, therefore, you
do not expect to get as much as if you were actually
working completely as a salaried person on the job.



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4 You have to consider the employer who takes an apprentice
5 and gives him the training; he is going to spend money
6 training him and he is not going to get production from
7 that man. I realize that you probably have not got any
8 basis now, but the suggestion is that you do not think
9 that they are paid enough; consequently, you are
10 suggesting that a married man should get more money.
11 I am thinking of some fellow who is not married and he
12 feels that he is wise in not being married and he is
13 certain for some time that he is doing the same as the
14 fellow who is married, do you think this is unfair?
15 Do you see any difference in that?

16 MR. ROGERS: I do not, frankly. No.
17 It seems to me that the whole approach at this time here
18 is to try and make sure that he has sufficient financial
19 support to insure that he will not only take the
20 course but that he will continue with it and complete
21 it. Anything short of that is going to lead to trouble.

22 PROFESSOR LOGAN: You are thinking of
23 the school aspect now, are you?

24 THE CHAIRMAN: No, the whole programme,
25 where a married man would be subsidized and receive
26 actually more compensation than a single man.

27 MR. THOMPSON: Yes. Could I ask:
28 Do you have any supporting facts to show that the present
29 allowance for re-training is insufficient and has deterred
30 people from taking this training? I think the present
allowance is very small.

MR. McCONNEY: Mr. Eason, who was going
to be here, would be in a better position to answer this.



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5 I think all I can say is that we have assumed that on
6 the basis of a raising of age limits that this then presents
7 a totally different picture with regard to the amount
8 of allowance which is paid. If we are talking about
9 older persons or persons with obligation or married men
10 with families, on the assumption that this changes,
11 then we felt that we are raising the question on the
12 matter of allowance and therefore, as a statement of
13 principle, we have to be very careful where allowances
14 are made, training allowances or grants, that these are
15 adjusted and studied in terms of the persons whom we
16 expect to take the training. This is, again, I think
17 quite evident in the initial suggestions of the un-
18 employment training where certain levels of allowance
19 were fixed and in practice have proved to be quite
20 inadequate, insofar as the kind of financial obligations
21 of the people who were going to go into training. Or,
22 do you mean that they take the training and enroll for
23 it?

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25 MR. THOMPSON: You say in practice
26 these allowances were inadequate. Do you have facts to
27 support that?

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29 MR. McCONNEY: The fact that they were
30 raised, one, two or three times over the period of two
or three months suggests that. The other point was that
the level of allowance for the unemployment training
was in fact below that of what they would receive as
unemployment insurance, so there was a whole question
here of where was the incentive; why commit yourself
to six or three months' training when you can remain



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4 on unemployment insurance and get a dollar or two more
5 and be in a position to jump into a job?

6 MR. THOMPSON: Do you think it should
7 be more than unemployment insurance, to give a greater
8 incentive?

9 MR. MCCONNEY: As regards the unemploy-
10 ment figures, yes. Again, there is this whole problem
11 of motivation and incentive.

12 MR. MORNINGSTAR: That is how it was.
13 Did they not get more than the unemployment insurance?

14 THE CHAIRMAN: Yes; it could happen.
15 Where you were finding a married man, who was taking some
16 form of training here, would it not be better that he
17 remain at the same level as the single man and then,
18 perhaps, through some agency in government, the family
19 was compensated instead of the man? Maybe this could
20 be done through Welfare, or what have you.

21 DOCTOR CRISPO: In other words, maintain
22 a semblance of equal pay for equal work?

23 THE CHAIRMAN: That is right. Leave
24 that point alone and then through another government
25 agency, if a man has a family and he cannot afford to
26 keep them, the family would be compensated --- not the
27 man.

28 MR. LOWES: Can I suggest that we get
29 into a whole philosophical area here, one of pride, and
30 we are talking about incentives to make this man go and
take the training and with a lot of men the feeling that
he has got to go on Welfare with his family, to go to
school, might make him think twice about taking that



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5 course. He would rather go on unemployment insurance
6 and take a chance and get a job next week or two weeks
7 later.

8 THE CHAIRMAN: Yes. But, I can see that
9 this other arrangement that you have, where we might have
10 unemployed people in Ontario who can make a racket out
11 of this one, because there are placed where they can live
12 on agencies in Toronto. You have to be very careful
13 every time the government starts anything. That is
14 what happened with Unemployment Insurance. It was put
15 there for a specific reason, but we have more people now
16 beating it than ever.

17 MR. LOWES: That is correct, but, you
18 have a slightly different situation, where a man is
19 committing himself to a course. He is not just sitting
20 at home and drawing his cheque once a week. He is
21 actually going on a course, with a specific objective
22 of re-training, upgrading, so that he can get a better
23 job and keep it. That is different than just going on
24 Relief.

25 DOCTOR CRISPO: I think there is some
26 confusion here because we are mixing up allowances for
27 apprentices with those that are unemployed and receiving
28 training. I think that the point made here, perhaps,
29 applies to the apprentices where, in the interests of
30 maintaining some sort of equality, in the sense of equal
pay for equal work, you have to pay an apprentice the
same amount. Beyond that, you may want to subsidize
individual cases. When it comes to unemployed workers
who are being re-trained under "5", then we come back



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5 to your point and I think the confusion arises from
6 lumping those two groups together. They are distinctive
7 groups and they have to be kept separate.

8 THE CHAIRMAN: The unemployed worker,
9 in ninety per cent of the cases, is a man that needs ---
10 call it what you like --- I guess it is welfare. He
11 has to eat, unless you can get an unemployed worker
12 whose father maybe has a one hundred thousand dollar
13 farm. I do not think the government should be handing
14 that fellow money.

15 MR. LOWES: I think we are talking
16 about two different things here.

17 THE CHAIRMAN: I think the point is that
18 once you set a pattern and he becomes an unemployed
19 worker, regardless of how much money he has in the bank
20 or anything else, he would get this money.

21 DOCTOR CRISPO: No. He has got to be
22 taking the re-training.

23 THE CHAIRMAN: Even if he is.

24 DOCTOR CRISPO: I think their general
25 point would be except for this exceptional man who has
26 the money.

27 THE CHAIRMAN: But, the fellow that is
28 unemployed, I gather your point would be that we should
29 strive for rates for him that are higher than unemploy-
30 ment insurance so he will have an incentive to go off
unemployment insurance, as it were, and go and re-train?

MR. LOWES: That is correct. And, in
the long run, it will cost us less money than keeping
him on Welfare if we can upgrade him.



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5 THE CHAIRMAN: Why do we not subsidize
6 with unemployment insurance?

7 MR. MORNINGSTAR: The fund is having a
8 tough time now.

9 THE CHAIRMAN: They are having it
10 tougher when he is sitting at home drawing full unemploy-
11 ment insurance.

12 MR. McCONNEY: At the present time the
13 allowance for the person who is on unemployment insurance,
14 the training allowance only augments the unemployment
15 insurance. In other words, the rates get adjusted, so
16 there is a difference here. The man still draws his
17 unemployment insurance. He then receives, in addition
18 to that, an additional amount, as a training grant,
19 which brings it up to the training amount level.

20 DOCTOR CRISPO: At some point in here
21 you suggest that the payment that an unemployed worker,
22 undergoing re-training receives, should bear some
23 relationship to his normal income. Were you thinking
24 in terms of a percentage?

25 MR. McCONNEY: No.

26 DOCTOR CRISPO: Did you have a figure
27 in mind?

28 MR. McCONNEY: No specific figure.

29 DOCTOR CRISPO: Fifty per cent of what
30 he normally earns --- sixty per cent? "Some relation"
is pretty general.

THE CHAIRMAN: Page 15 --- any questions?
Page 16, "Special Groups". Are there any questions?
Page 17, 18, 19, 20 -----



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5 MR. THOMPSON: I should like to point
6 out that our silence does not show a lack of interest in
7 this. This is of enormous importance but it is hard to
8 disagree with the recommendations that are being made.

9 MR. GIBBORN: I agree with Mr. Thompson,
10 that it does not show lack of interest, but we have had,
11 over the last three or four years, quite an introduction
12 to this problem from all the various groups in the
13 province and this will have to be given a lot of
14 attention by this Committee on this programme.

15 THE CHAIRMAN: Page 20: "Unemployed
16 Workers".

17 MR. THOMPSON: When you talk of an
18 adult education centre, I wonder if you could develop
19 that for us. Is this an evening centre or for during
20 the day, or what? That is on page 20, at the bottom.

21 THE CHAIRMAN: I think some place in
22 the brief they talk about extra facilities and day and
23 evening, do you not?

24 MR. ROGERS: That is correct.

25 THE CHAIRMAN: Or, if necessary, six
26 days a week and day and evening.

27 MR. McCONNEY: The reference here is
28 to the centre that the Toronto Board of Education has
29 established. It is on a temporary basis at the moment.
30 It is in a public school. That has now been replaced
with a new one beside it and they have extended its
life for this purpose. The Toronto Board of Education
is attempting to get financing for a permanent adult
education centre. The point of this is that it then



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4 provides facilities in the community for day and night
5 operation. They are designed specifically for adult
6 education; they are not designed for education of
7 children and then adapted in the evening for adult
8 courses. You have not got this conflict of purpose of
9 what the building is for and the conflict between the
10 staff that operate it as a public school and the staff
11 that operate it as an adult centre, and so forth. So,
12 the reference is to facilities designed specifically
13 for the training and education of adults, on the
14 assumption that these do require a different type of
15 facilities, different use adaptation, and so forth.
16 In addition to that, we referred earlier to the fact
17 that the concept of an adult education centre need not
18 necessarily be reflected in a physical building, but
19 that in the concept of an adult education centre ---
20 in other words, a co-ordinated programme of training for
21 adults and the responsibility focused in such a centre
22 could broaden out to the use of other community facili-
23 ties and resources, which are considerable, for whatever
24 training is required for adults. In other words, a
25 number of programmes could in fact find themselves in
26 the community institutions of one kind or another, as
27 we are now doing with the House of Concord, under the
28 Unemployment Programme. It points up, through the
29 focus of centralization of responsibility in an adult
30 education centre, it points up all kinds of things as
possibilities for a flexible training programme.

THE CHAIRMAN: But in our new school
set-up, with technical schools, do you not think that

provides facilities in the community for day and night operation. They are designed specifically for adult education; they are not designed for education of children, and then arranged in two or three different courses. You have not got this sort of arrangement of facilities as in the case of the public school, which still that operates it as a public school, and the state that operates it as an adult center, and so forth. So the reference is to facilities, and then, naturally, for the training and education of adults, on the assumption that there is a different kind of facilities, different use, and so forth. In addition to that, we should mention to the fact that the concept of an adult education center does not necessarily be reflected in a physical building, but that in the concept of an adult center you can have in other words, a combination of physical and non-physical facilities and the response to them, and so forth. It could broaden out to the use of other community facilities and resources, which are available, for whatever training is required for adults. In other words, a number of programs could be laid out, the character is the community itself, and of one kind or another, as we are now doing with the House of Commons, under the Employment Programme. It points up, through the focus of centralization of responsibility in an adult education center, it points up all kinds of things as possibilities for a flexible training programme.

The Chairman: But in our new school set-up, with technical schools, do you not think that



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4 we should use those facilities more than for day classes?
5 It is all right to build more and more buildings, but
6 when those buildings are built, in many small villages
7 and rural areas they are used for day school only. But,
8 they are there and they are heated and they should be
9 put to more use than what we are using them for.

10 MR. McCONNEY: If I might comment,
11 quoting from a comment by Mr. Morgan of the Toronto Board
12 at the last meeting of the Unemployment Committee, he
13 drew to our attention and reminded the Committee that
14 we then refer to the fact that this was done during the
15 war and that school facilities were put on a twenty-
16 four hour basis. He was reminding us that the end
17 result of that was that so far as --- I guess he was
18 referring to the Toronto area --- that the facilities
19 went through the entire period of the war without any
20 real maintenance and upkeep because they were used so
21 constantly, and there was a terrific problem here. He
22 was making a case for facilities which ~~would be~~ needed
23 on a full time basis, for adults, without having to
24 share them with part time facilities --- the case of
25 local and secondary schools there being used on a very
26 considerable part time basis.

27 THE CHAIRMAN: In certain areas I can
28 see your point where you may need more facilities, but
29 I am thinking of Ontario as a whole.

30 MR. THOMPSON: I presume when you were
making this study --- again, I am thinking of Toronto
where, to a large extent, some of the recommendations
are based ---- but, our Committee has been to Ryerson.

no should use these facilities with the way of classes
 it is all right to put a more serious message, but
 when those buildings are built, we have a million
 and rural areas that are used for the same thing, but
 they are there and they are not used for anything else
 but to more use that which is available.

Another from a committee of the Toronto Board of Education
 at the last meeting of the Board of Education, the
 view to the education and training of the children of
 us then refer to the fact that there was a meeting in
 New York that school facilities were not a problem
 four hours later, the way remaining as it was and
 result of that was that as far as the Board was
 referring to the Toronto Board, we then the Board did
 went through the entire period of the war with a very
 real maintenance and repairs program, and we were not
 constantly, and there was a serious problem in
 was making a case for facilities of maintenance and
 on a full time basis, for adults, it was not
 there then with that time facilities - the Board of
 local and secondary schools that were used on a very
 constant basis every time.

THE CHAIRMAN: In certain areas I can
 see your point where you may need more facilities, but
 I am thinking of Toronto as a whole.

MR. THOMPSON: I presume when you were
 making this study --- again, I am thinking of Toronto
 where, to a large extent, some of the recommendations
 are based --- but, our Committee has had to question.



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4 We walked all through the place, through the endless
5 miles of corridors and it was closed during the summer
6 for that period. We have been to P.I.T. and saw
7 facilities which were being used and some which were
8 not being used. The taxes involved in work for more
9 buildings is great and I hope there will be a study of
10 all existing buildings before we start building a centre.
11 You may want a centre for administration purposes, but
12 I do not see that you need to build centres for teaching.

13 DOCTOR CRISPO: I think you have to
14 remember that when we saw Ryerson or P.I.T., these were
15 not peak periods. During the winter both P.I.T. and
16 Ryerson, I believe, are used just about to capacity,
17 because P.I.T. has evening programmes and Ryerson has
18 its advanced technical programme, which takes up most
19 of their facilities, and the technical schools are filled
20 with evening students all winter long.

21 THE CHAIRMAN: In Toronto.

22 DOCTOR CRISPO: In Toronto.

23 MR. THOMPSON: I have always felt that
24 the academic have a rather soft existence --- that
25 industry operates on a full time basis. We find large
26 plants, such as universities, closed down during the
27 summer and that that could be a more economic use in the
28 use of our facilities.

29 THE CHAIRMAN: They have started, in
30 the last two or three years, using the facilities of
universities much more than previously; Kingston and
Queen's, for instance, in the summer, I think maybe
outside of forty teachers taking courses, that would be



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5 it.

6 MR. MORNINGSTAR: Like Waterloo University
7 also, that is used a great deal.

8 DOCTOR CRISPO: There is another point.
9 I think an adult education centre has more appeal to the
10 adult worker because it is supposed to be for his
11 particular purpose; he is not going back to high school.
12 I do not know how important a factor this is, but I
13 think it has some significance.

14 THE CHAIRMAN: There is an old saying
15 that pride goeth before a fall.

16 CAPTAIN HALSEY: Doctor Crispo said
17 this was not a peak period when you went through these
18 institutions. This implies that the motivation of the
19 unemployed man waivers through various seasons of the
20 year and we have found that you can get a young man or
21 an older man into a re-training course in September but
22 you cannot get him into one in June because he is looking
23 forward to the seasonal opportunity of a job that offers
24 a quick return and a chance of paying some of his bills,
25 and so on. This is another factor that we have to keep
26 in mind. His motivation rises and falls with opportu-
27 nities.

28 THE CHAIRMAN: Correct. I think we
29 will always be faced with that one in Ontario because
30 we have so much seasonal unemployment and we cannot get
away from it --- construction workers and what have you.
Are there any questions? Page 21; is there anything
there? Page 22 -----?

MR. GISBORN: I would take it that to



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4 bring about recommendation 22, there would have to be
5 some change in the Provincial-Federal agreement. Would
6 that be the case?

7 DOCTOR CRISPO: There would have to be
8 a change in a number of acts. We would have to change
9 the Unemployment Insurance Act, and we would have to
10 change the agreement. There would have to be a certain
11 number of changes.

12 THE CHAIRMAN: This is the point I
13 nearly got onto a few minutes ago.

14 DOCTOR CRISPO: Yes. The point here
15 is that why go on training and exist on Unemployment
16 benefits when another fellow that has not got any credit
17 left in Unemployment Insurance goes down and gets the
18 same pay, and the point would be that the fellow that
19 has built up credit for Unemployment Insurance should be
20 allowed to carry them through his training, in the event
21 that he is not allowed to finish his training programme,
22 which is a slightly different point, but it is part of
23 the overall problem.

24 PROFESSOR LOGAN: I wonder where the
25 employment offices can go in their function in relation
26 to recommendation 23? Do they not have local employment
27 officers and provincial employment officers at the top?
28 "... a common labour market area, such as Metropolitan
29 Toronto, should be co-ordinated in common announcements
30 of all courses regardless of municipality or sponsorship."
I wonder, sometimes, where the employment offices are.
We have hardly heard about them all summer, in relation
to apprenticeship. But, we always approach these



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4 matters with the proposition that an unprejudiced
5 employment service and a capable one is capable of deal-
6 ing with the distribution aspects of unemployment.
7 That is, provided that the demand is here and the supply
8 is available and the employment offices are capable of
9 clearing the market. Then, you go down to the apprentice-
10 ship story and you find that the trade unions are the
11 employment service. The apprentices are registered with
12 the various crafts. We are talking about government
13 services, I take it, in this whole story. We are not
14 talking about the manufacturing aspects of apprentices
15 where the employer is paying for their schools and the
16 thing clears without any particular interference or
17 assistance from government. Are we not passing by an
18 institution which is supposed to do a lot of the things
19 about which we are worried? Why do we not use it?

20 THE CHAIRMAN: I can tell you a lot of
21 people's experience; they find that their recommendations
22 have not been nearly as good as they should have been,
23 so they in turn go out and get their own --- they run
24 their own employment agency. There would be very little
25 use, I think, of going to a lot of your employment
26 agencies to get work for a carpenter.

27 PROFESSOR LOGAN: Why?

28 THE CHAIRMAN: They would send you a
29 body, but that is not what the man wants.

30 PROFESSOR LOGAN: They are not registered?

THE CHAIRMAN: We have them registered
there, but they are not the man you are looking for.

MR. BRUNELLE: It seems that they are



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4 making a lot of progress really and a lot of firms are
5 using them more to find employees. In the past, I
6 think they were mainly a place for people to collect
7 their Unemployment Insurance.

8 THE CHAIRMAN: If you become unemployed
9 today and you can register for Unemployment Insurance,
10 I think they would ask you what and that is all. You
11 would be registered as a carpenter or a mechanic and
12 they would not have any knowledge whether you were or
13 not.

14 PROFESSOR LOGAN: They carry their card
15 system and know all about the people that come to them.
16 They have all the paraphernalia of their office and keep
17 their record up to date. It is a growing story of the
18 individual who has registered with them. And yet, we
19 do not seem to have very much say about it.

20 THE CHAIRMAN: The only people that they
21 have any detail on are people who have gone there and
22 registered for Unemployment Insurance. That is all.

23 MR. BRUNELLE: Last spring I contacted
24 the personnel manager at the Royal York, as well as the
25 King Edward, and they told me that their hotel employees,
26 waiters, bartenders, and so forth, never get in touch
27 with the Unemployment Insurance. They have been getting
28 their help through advertising in the newspapers and
29 also through the immigration office, up until a year
30 ago; but, in the last year or two the European skilled
people in the hotel phases have not been coming over
as previously. I know when I got in touch with my
local Unemployment Insurance Office in Kapuskasing,





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4 they said: We will phone Toronto --- and I forget how
5 many employment offices they have here --- but, we will
6 circulate this in the various employment offices for a
7 bartender. So, I contacted them and they said: Yes,
8 we have been in touch with all our local ones and we have
9 had two replies, two interested parties. On the day
10 that I went down to interview the two, only one showed
11 up --- this was in all the whole City of Toronto ---
12 and that one, when he did show up, I thought I was
13 offering him a good wage, \$75.00 clear a week, plus
14 transportation up and back, plus a bonus, plus board
15 and lodging, and he said: I will think it over and call
16 you back in a week. So, he called me back and said it
17 is a little too far. That verifies those two major
18 hotels. They have had very poor luck. The majority of
19 these people registering are interested not in seeking
20 work; they are mainly interested in collecting their
21 benefits.

20 MR. MCCONNEY: I think this is true.
21 Just to refer to the final recommendation in our brief,
22 which, while it is on the national basis, we are simply
23 endorsing a recommendation made by the Canadian Welfare
24 Council's brief to the Senate Manpower Committee, and
25 this is the separation of the two services. Comments
26 and questions now seem to verify this very close
27 identification of employment agencies, which have one
28 specific purpose, and the National Employment Service,
29 which has a totally different purpose. As I understand
30 it, presumably there may not be too much of a disagreement
as to how it can be brought about and presumably there



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5 is sufficient concern over this matter to bring it about.
6 There does seem that there are two quite different
7 purposes for the National Employment Service, and
8 Unemployment Insurance. The National Employment Service
9 may be able to do some of the things that we were
10 talking about.

11 The other aspect here again is not in
12 any way referred to in our brief, but the oft-referred
13 to example of, I think, that our National Employment
14 Service in this country is that it has no particular
15 teeth insofar as employment registration of vacant
16 positions, people who are out of work, in between work,
17 et cetera, and the Unemployment Advisory Committee have
18 been faced with the problem and one of the opponents
19 of the National Employment Service has said we have
20 twenty per cent of the picture in Metropolitan Toronto.
21 We have to go out and do a survey. Speaking from a
22 general viewpoint, in many other countries the employment
23 service covers the total picture and can produce this
24 kind of statistics and knowledge of vacancies, et cetera.

25 MR. BRUNELLE: That is what you mean,
26 whether they be employed or unemployed?

27 MR. McCONNEY: No; in terms of vacancies
28 and people out of work ---- employers who have vacancies.

29 DR. CRISPO: In other words, in other
30 countries there is a tendency to require that employers
register?

MR. McCONNEY: Register, yes. I am
speaking only from hearsay, but it is my understanding
that in England this is the case. The Labour Exchange



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4 Act requires registration to take place. We have not
5 got that in our employment service.

6 THE CHAIRMAN: I think we have that
7 problem in Ontario where a lot of people want to stay
8 in the southern parts of Ontario and will not go north
9 up to some of these places where they can be gainfully
10 employed, because it is too cold or too far away from
11 mother.

12 MR. GISBORN: Wages too low.

13 THE CHAIRMAN: I have to disagree with
14 that one. I think if he is unemployed wages are wages.

15 MR. BOYER: Do you think that the
16 National Employment Service does a certain amount of
17 counselling now as to unemployed people who may take
18 training?

19 PROFESSOR LOGAN: Who are seeking their
20 training?

21 MR. BOYER: Yes.

22 MR. LOWES: I do not know.

23 DOCTOR CRISPO: They are supposed to be
24 making people fully conversant with the Programme 5 if
25 they come in and do not have a skill and have little
26 likelihood of finding employment. Now, the extent to
27 which their placement people are doing this, I do not
28 know. I heard, from some of the Board of Education
29 people a number of complaints to the effect that they did
30 not think the N.E.S. placement officers were doing
enough promotion of the courses that were available.

MR. BOYER: It seems to me that that
is one obvious place where employment counselling could



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4 be done.

5 DOCTOR CRISPO: I think it is a critical
6 place.

7 PROFESSOR LOGAN: It has come out of
8 quite a long background and I guess it is rather
9 traditional that an employer is not going to put his
10 demand in at a place where he does not believe he can
11 get the right kind of people and the right kind of people
12 do not register there because the good employers are not
13 coming there, and altogether, the interaction of those
14 two leaves a blank which is filled by the lowly.

15 THE CHAIRMAN: All right.

16 MR. HARCOURT: I would like to draw
17 your attention to recommendation number 8, on page 10:
18 "That skilled counselling must be provided as an integral
19 part of training programmes supported by registration
20 staffs and administrative procedures sympathetic to the
21 individual."

22 I think the key word in this recommen-
23 dation is the word "sympathetic" in that it is my
24 experience, over the past fourteen or sixteen months
25 that the members of counselling staff or staffs at the
26 National Employment centres, are not fully sympathetic
27 regarding this Schedule 5 Programme; in fact --- and
28 this is purely on the side --- but, I have talked with
29 the people who are involved in the National Employment
30 work and I think some of them were perhaps inclined to
regard the Schedule 5 as a political expediency, in a
sense, and perhaps, therefore, not to take a serious
view or a sympathetic view regarding the trainee

be done.

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5 applicant. Many chaps have come to my office to say
6 that their reception at the National Employment Office
7 has been anything but cordial and I think that if we are
8 to develop in this direction, if we are to cultivate a
9 desire on the part of the individual to apply to the
10 National Employment Service for the facilities that are
11 offered under Schedule 5, then I think the people who
12 are doing the counselling should, if you like, take
13 sides with the individual who is trying to seek an
14 answer to his problems, and his dilemma in this particular
15 way, rather than taking a negative view in trying to
16 defeat the chap in his purpose. I think there is ample
17 data that would support the point that I am making.
18 I feel that the National Employment should be sold
19 themselves on the importance of the training programme
20 Schedule 5 and if this happened, then I feel that a
21 great battle is won right there. But, if these people
22 are negative and indifferent and apathetic to the
23 importance of this programme, if they feel that it is
24 a government or political expediency only, then they
25 are not sold on the validity of the programme and,
26 consequently, I think their feeling and their attitude
27 is certainly infectious and contagious very often and
28 rubs off on the individual that they are counselling
29 and interviewing.

30 THE CHAIRMAN: You feel that we have
too many people in the National Employment Service who
think it is a job --- that is all?

MR. HARCOURT: I suppose, by implication.

THE CHAIRMAN: They are not interested



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4 in end results --- they are interested in being employed
5 themselves?

6 MR. HARCOURT: Yes.

7 MR. THOMPSON: Would you change this
8 and have the principals give them a pep talk and measures
9 like this?

10 MR. HARCOURT: The principal people
11 in the Employment Service, perhaps, are sympathetic to
12 this government move but I think that many of the young
13 chaps who go to them are not interviewed by the leading
14 people but meet the more unprofessional and more
15 indiscreet individual, at the lower level, and my
16 experience is that, for one thing, the National Employ-
17 ment Service is very impersonal and I think it is summed
18 up in just the idea that they take a negative approach
19 to it and they are not, in my mind, really pushing it.
20 I do not think they really believe in it. I do not think
21 it is part of them. They are not selling it with solemn
22 conviction.

23 MR. MORNINGSTAR: I think that is where
24 your co-ordination comes in.

25 MR. HARCOURT: Possibly.

26 MR. BOYER: I might say, Mr. Chairman,
27 we had here before the Committee a gentleman from
28 Brantford who was a National Employment Officer there
29 and who came with the Board of Education deputation.
30 I was quite impressed by his knowledge of the needs of
the situation and his sympathetic approach to this and
I think that that gentleman is typical of the several
others in the smaller centres in Ontario who do keep



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4 in touch with the schools, with industries around and
5 with others who have an interest in this matter. Whether
6 people like that are able to get their staffs to do the
7 job that they would like to have done is another
8 question, of course. But, I think what the gentleman
9 here, from the Salvation Army has told us today, does
10 indicate something. It is beyond our Provincial field,
11 but we may be able to make some recommendation.

12 MR. HARCOURT: This is not an indictment.
13 Those people have been extremely good to us in the sense
14 that our ratio of acceptances are very high, but these
15 are observations that I have made in the meantime and
16 they have accumulated over the past year and a half.

17 THE CHAIRMAN: This particular gentlemen,
18 Mr. Boyer, is speaking on --- I think he is really
19 sincere and dedicated and they are doing something about
20 it in Brantford and have been for two years; whereas
21 in other centres they have done very little yet.

22 DOCTOR CRISPO: Would you have anything
23 to say on this: I have been told that they pay these
24 placement people such a small salary that they are
25 unlikely to attract people who are very competent.

26 MR. HARCOURT: It is my impression that
27 a prerequisite for a job like that would require some
28 professional training and if it required professional
29 training to a degree, or a reputable degree, then that
30 in itself should, I suppose, bring forth a reasonable
salary; otherwise, these people would find or give
their services elsewhere. But, if the National Employ-
ment Service is expecting to bring the ordinary man from



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4 the street and put him in a good position like that and
5 expect him to do a solid job, then I think the whole
6 thing is very invalid and I think we are on very danger-
7 ous ground. This man is the key man. It is not the man
8 that files the statistics. It is the individual who
9 has to make the contact with the many boys that come and
10 go.

11 DOCTOR CRISPO: Do you think then it
12 is lack of interest on their part or is it possible that
13 some of these people are not capable?

14 MR. HARCOURT: I think some of them are
15 somewhat incapable of doing a good job of evaluating
16 the situation.

17 DOCTOR CRISPO: So, it may be the two
18 things: Lack of competent help and lack of interest?

19 MR. HARCOURT: Yes. But I think, to
20 a large degree, it might be a lack of professional
21 insight into the potentialities of the individual that
22 they are talking to.

23 MR. GARDNER: I do not know whether this
24 will cast any light on this matter at all, but many of
25 the men who are not accepted by many organizations, they
26 tend not to accept them and whether this is a common
27 attitude toward this group. I mean, this has cropped up
28 in this because of the National Employment Service, but
29 it could be found in many other places.

30 MR. HARCOURT: I do not think that
observation weakens the point I make, from the standpoint
of many of the chaps who, during the last year, at any
rate, came to our hostel, came not from skid row or



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4 from the slum areas of Toronto, but from rural areas,
5 small areas, who came to Toronto without any
6 and many of them that I am thinking of had no record
7 --- they came from reasonably good homes, ordinary homes
8 with no criminal offence behind them and that type of
9 thing, and they come to a rather hostile community here
10 and find that there were very few helping hands to help
11 them and if these chaps are accepted into the school,
12 many of them have to wait for a month before they get
13 their cheque. They have waited five weeks, without
14 any resources whatsoever --- coming to Toronto with
15 limited resources, going to the Selection Committee,
16 and I have yet to find out who comprises the Selection
17 Committee. I have been trying to find out for two years
18 and I found that a chap who is accepted by the National
19 Employment representative is accepted and that is it.
20 I have seen very few of these decisions revoked.

21 THE CHAIRMAN: Page 23? Page 24?

22 DOCTOR CRISPO: Could I ask a question
23 with reference to training of the handicapped and the
24 training of the elderly. Both of these groups, it seems
25 to me --- perhaps not so much the handicapped and the
26 older-aged group --- we spend all this money re-training
27 these people. Are they, even then, likely to get jobs,
28 because of the age barrier? Is there any assurance
29 that if we take people --- let us take the worst type
30 of people, these skid row people with the record that
they have got. Even if you can re-train them and you
can motivate them sufficiently, are you going to be
able to get them jobs because either of their age or



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4 their background? I am just wondering whether this
5 investment is going to pay off, from society's point of
6 view, or are we still going to be left with a large
7 problem because you cannot get them jobs no matter how
8 competent they may be?

9 CAPTAIN HALSEY: A man that goes through
10 the training course will be motivated. If he can be
11 helped through the course and if he can successfully
12 pass his course if the measure of or level of profficiency
13 that the school considers sufficient to enter industry,
14 that much of his past is behind him and it is very likely
15 that he can enter the work force --- if he can get
16 through this course, because that is a tremendous hurdle
17 and task for him after all the inactivity and idleness
18 and whatnot that has gone before.

19 DOCTOR CRISPO: Do you feel that if he
20 is fifty he would still be able to get a job, as long
21 as he has proved a willingness to go through a course?

22 CAPTAIN HALSEY: He is more likely too.

23 DOCTOR CRISPO: Will the age barrier
24 be a very severe limitation?

25 CAPTAIN HALSEY: No. He would be more
26 likely to be able to get a job.

27 MR. MCCONNEY: The existence of the
28 unemployment training is bearing out that the older
29 people taking this training --- they are getting jobs
30 when they finish. I read a report the other day where
they had followed up twenty-five of their graduates.
One person said they could not get a job because of their
age, but there are others just as old who had gotten a



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4 job.

5 MR. GARDNER: I think there is a problem
6 here and I think the brief does take into account ---
7 that is why we made recommendation 32, on page 32. It
8 suggests that every effort should be continued to reduce
9 institutional barriers to the unemployed, recognizing
10 that unless something along these lines is continued and
11 extended, those barriers may continue to exist.

12 THE CHAIRMAN: Anything further on this
13 point?

14 MR. LOWES: I feel that the handicapped,
15 I think it is very valid to accept the fact that the
16 training programmes are for the handicapped, not only
17 the physically handicapped, but the emotionally handi-
18 capped as well, and we are going to find these people
19 do a useful work and if you will accept a definition
20 of useful work as being a third of a day's or a quarter
21 of a day's work, if that adds to the gross national
22 product of this province, then these people will produce
23 commercially valuable materials in the retarded categor-
24 ies from I.Q.'s as low as thirty through to the border-
25 line case and if you match this against the possibilities
26 of the cost to government of maintaining them, if you
27 do not train them, you are talking about millions of
28 dollars a year in this province alone.

29 DOCTOR CRISPO: I think you have
30 answered this. But, I was tempted to ask this all day
long. All your recommendations entail a tremendous
amount of cost. How do you justify this cost? I
gather you do not do it on straight grounds of social



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4 welfare. Your point is that it pays off in the end ---
5 that it costs you less to go through all these pro-
6 cedures than it does to carry people on relief?

7 MR. CLAYSON: In relation to the mentally
8 retarded and the physically handicapped, it is cheaper
9 to keep them at home or in the community than to put
10 them in provincial institutions, either in provincial
11 training schools or in provincial hospitals, or other
12 types of institutions. I think they have estimated that
13 it costs \$3,500.00 --- and this is a conservative figure
14 --- to keep them in the provincial hospital. That
15 \$3,500.00 will start when they are four years old and
16 you are going to spend this \$3,500.00 for fifty years.
17 To spend \$5,000.00 re-training them, at \$150.00 a year,
18 to provide some role of living in the community, it
19 would appear to be more economical, more sound, even if
20 they can only operate on a very limited basis, and keep
21 them in their own home. You can save thousands of
22 dollars a year by having their parents look after them
23 for twenty years. I am sure that many physically handi-
24 capped are such that it is not financially intelligent
25 not to re-train them.

26 PROFESSOR LOGAN: I was on a committee
27 --- if I may be permitted a personal reference -- for
28 the National Institute for the Blind here a good many
29 years ago. Spending a lot sometimes is worth a lot more
30 than spending a little. This was a committee led by
Colonel Baker, the well-known blind person of the First
World War and, as a result of the committee's activities,
we employed a blind economics professor to travel all



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5 over the United States, and I am not sure but he went
6 to Europe, and he found new ways for the blind to be
7 employed and I think they have found their place in the
8 community. There is a much wider range of economic
9 purpose than before he went abroad and brought in his
10 recommendations. Something which is done in a creative
11 way can very well be a paying proposition.

12 DOCTOR CRISPO: It seems to me you can
13 make a similar case for just about all of the different
14 groups you have discussed in your presentation.

15 MR. McCONNEY: What we say is that if
16 we succeed in a training programme and the successful
17 training requires this to adapt it to the individual and
18 make sure that that individual finds the right place in
19 the training programme, then we are saving money in the
20 long run.

21 MR. THOMPSON: Under recommendatin
22 number 26, I understand that Mr. Clayson just attended
23 a conference of the National Employment Service in
24 connection with work shops. Could we get that report,
25 or can you give us some idea of what happened?

26 MR. CLAYSON: There was a national
27 conference on employment, sponsored by the Canadian
28 Foundation for Rehabilitation, held in Quebec, and the
29 proceedings of this conference --- it ended last
30 Thursday afternoon --- but, the proceedings, I do not
think are available at the moment. There are several
papers that were given on the problems of employment
for the handicapped and I think it might make most
interesting reading for the Committee because they do



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4 indicate --- there are positive examples in the
5 communities that would support this presentation. There
6 is no doubt about it but that the training programmes are
7 making people economically independent, in the physically
8 handicapped field, and the blind, and these people that
9 have physical damage, as well as some of our retarded,
10 are becoming economically independent too and the number
11 of studies done, presented at that conference, certainly
12 would relate directly to many of the statements in this
13 particular brief and Doctor Keith Armstrong, who is the
14 new Executive Director of this group, is in Toronto.
15 They have their office here in Toronto. I am sure if
16 one of your members could contact him, possibly you could
17 get a copy of the proceedings as soon as they are avail-
18 able.

18 THE CHAIRMAN: Page 26; page 27 ----?

19 MR. THOMPSON: Mr. Chairman, on page
20 27, the supporting statements talked of engineers and
21 technicians having highly specialized skills, when they
22 come over, and that those skills could be used in
23 Canadian industry, and it suggests that it could be
24 on-the-job training. Are you suggesting that this
25 should be supervised and paid for by the government, or
26 that industry itself should take advantage of this
27 apprenticeship?

28 MR. MCCONNEY: I am afraid the member
29 of our delegation who could have answered this is not
30 here. To the extent that our brief was not explicit on
some of this, may I first of all say that we are not
saying that everything in here is government. The



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4 extent to which the immigration people will feel this
5 should be a government programme, I do not think I am
6 in a position to expand on that.

7 MR. THOMPSON: I had another question
8 and I do not know whether it has been answered. But, I
9 think most of us know the Immigration Department has its
10 own placement services, both for the professionally
11 trained immigrant and others, and I am wondering whether
12 your group, when they said this, considered it is a case
13 of not being co-ordinated and that it should come under
14 the Department of Labour --- the placement of immigrants?

15 MR. MCCONNEY: I think we were taking
16 the general position that there is far too little co-
17 ordination of training generally and that if there are
18 needs of immigrants that this should be caught up in the
19 co-ordination of training throughout the province. The
20 fact that it is a special group, the fact that it might
21 be under the federal department, if they are going to
22 take their training locally, under whatever training
23 programmes that exist, then this should be part of an
24 overall co-ordinated programme.

25 THE CHAIRMAN: Anything else under
26 "Immigrants"?

27 MR. THOMPSON: Can I ask, under
28 recommendation 28 --- there has been some discussion,
29 Mr. Chairman, as I am sure you know, in Parliament, in
30 connection with a large group of untrained immigrants.
This report suggested that they should be allowed to get
vocational training. The policy has been that they should
get the academic training and then they can get



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4 vocational training. These people had very good back-
5 grounds. I am wondering whether you had looked at that
6 problem, in Toronto, where the large group of immigrants
7 have come, from Italy and other agricultural areas; do
8 you think that they should get academic training and
9 then from there move into technical training, or should
10 there be some kind of technical training programme to
11 start?

12 MR. McCONNEY: I am not sure that this
13 problem of the immigrant varies too much from the problem
14 of other people with very little academic education and
15 very little motivation to achieve it. I think the way
16 we would see it is that programmes of training have to
17 be based on a combination of two things; one, the whole
18 matter of education and methods of education, and I
19 believe this is a technical matter, of how you can
20 educate --- how you can impart knowledge, and combining
21 this with the whole question of motivation of the people
22 involved. The person who is out of work or the person
23 with very little schooling and is an adult, the thing
24 that that man wants is sufficient to get himself employed
25 and working. The holding out or prospect of having to
26 go back to school for three or four years and, first of
27 all, go through a process of learning academic subjects
28 and then practical, and so on, is unreasonable and we
29 are not going to achieve the end result. That is the
30 pattern that is set up and he must go through. Under
the Schedule 5 Training, what they have told us is that
this must be a mixture of the academic along with the
practical, so that the person feels that he is really



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4 achieving something, and he is picking up lost ground
5 at the same time. The extent to which people can be
6 motivated gradually, to get more and more basic academic
7 education, may well be patterned to the individual, or
8 certain groups. I do not know to what extent you can
9 generalize and say it can be this, or it can be this.

10 MR. THOMPSON: How would you go about
11 recommendation 29 --- offer substantial scholarships
12 for people of a particular nationality? I am wondering
13 how you would encourage this. How would you encourage
14 this?

15 MR. MCCONNEY: It would be, to start
16 with, a question of whether this is recognized as a
17 need within the industry and, secondly, the extent to
18 which persons are employed to fill the need of the
19 position, rather than merely being a position within
20 the hierarchy of employment. The point here is that we
21 get the impression, sometimes in guidance or counselling
22 positions, it is not always recognized what the basic
23 qualifications are that are necessary, and it is just
24 one more step up the rung. It is a promotion, in other
25 words, to fit the bill. The extent to which scholarships
26 would be necessary to training programmes, as an incen-
27 tive, this gets into the whole problem of employing,
28 and training, and getting adequate personnel. The
29 matter of incentives and getting qualified people is
30 part and parcel of the total picture of getting qualified
people in all of the many positions related to training
or welfare programmes, teaching or what have you, and
this is a very great problem of adequately skilled



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4 personnel in all of these.

5 MR. THOMPSON: There are two arguments
6 sometimes raised in connection with a recommendation
7 like this, and I am speaking about the recommendation
8 about having " ... personnel with ability to communicate
9 in appropriate foreign languages." One is that you
10 would be giving in, certainly, the Civil Service,
11 preference to people with a one-language background;
12 secondly, that the Civil Service would be encouraging
13 the immigrants not to learn English but have them
14 continue in their own language. Have you any remarks to
15 make about those criticisms?

16 MR. MCCONNEY: In regard to the latter,
17 it seems that unless we start where a person is with
18 regard to his training level and his skills and ability
19 and what he has got, then we are not going to make any
20 impact with him anyway, and if that person who needs
21 training and education, if one of the things he needs
22 is a better knowledge of English and he comes to the
23 National Employment Service, or an educational institute
24 of any sort, to inquire about training or a programme,
25 and does not find the kind of reception where people can
26 talk over with him what his needs are, what is he really
27 looking for, then we lose him. So that, really, is a
28 bit of an empty argument to discuss whether or not, in
29 principle, we ought to see the people who speak English.
30 If they do not, we have to work with them to get them
to the point where they are taking training, or English,
or what have you. With regard to the problem of the
Civil Servant, the qualifications, et cetera, this

referred to in the report.

Mr. [Name] [Name]

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would be [Name] [Name] [Name] [Name] [Name] [Name]

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secondly, that the [Name] [Name] [Name] [Name] [Name] [Name]

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5 appears to be defective in so many of the things where
6 existing policy, with regard to staff or promotions or
7 qualifications, seem to hinder us getting bright people
8 in the right place. Presumably, if we believe enough
9 in the end product, then our administrative staff
procedures should be here to achieve this.

10 THE CHAIRMAN: Page 28? Page 29, are
11 there any questions? Page 30 ----?

12 MR. THOMPSON: I notice this great
13 accent on individualized counselling and guidance, and
14 I think of the pressures on the National Employment
15 Service. They are dealing with the general public and
16 anyone that goes into that office is entitled to an
17 interview and, therefore, the people working there
18 perhaps cannot do an individualized counselling. I am
19 wondering whether there is an over-emphasis on this
20 individualized counselling and guidance. When you are
21 making recommendations to the government and where you
22 are suggesting this type of, sort of deep therapy, into
23 the Freudian aspects of clients, or even long discussions
24 about the personal effects on a man's life, and the
25 government employees are doing this, I have a certain
26 revulsion against this. Are you suggesting that with
27 a homeless man, the government set up a programme of
28 individual counselling and guidance, or would this be
29 done by voluntary agencies?

30 CAPTAIN HALSEY: I would like to suggest
that the qualifying adjective is the word "supporting".
It is not psycho-therapy that we are requesting; it is
supporting counselling, giving a chap the encouragement



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4 that he needs, to even turn his face away from the
5 negative attitudes of life toward a more positive one
6 which would lead him at least to come to the employment
7 office and, by the way, the Employment Service has a
8 special placement section to which we refer these men
9 and the special placement section is on the third floor
10 at Spadina. They are that far away from the ratrace
11 of the long lines of men streaming in past a desk and
12 they do have a measure of individual counselling. But,
13 as Mr. Eason was emphasizing, these men, unfortunately,
14 to a great extent in the Spadina office are not skilled
15 in counselling, except what they get through experience
16 of men streaming past their desk. But, I would support
17 this. We have proven it, that when you do intensify
18 your contacts with men, as individuals, then you get some
19 results with them in terms of getting them out of the
20 procession around the City, around and around as
21 transients or as homeless men and it is only when you
22 reach him as an individual and you prove to him that
23 you are sincerely interested in his welfare that you
24 can help him out of his doldrums.

25 THE CHAIRMAN: Page 31, are there any
26 questions? Page 32, 33, 34, 35 ----?

27 MR. THOMPSON: It seems to me that it
28 is a Puritan philosophy that a man has a sense of being
29 useful if he works until he drops dead. I notice in
30 your recommendation 33, the old worker who wants to
work --- you might be able to get him back on his feet
and keep going.

MR. GARDNER: I think Mr. Thompson



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4 has raised a very important point. Over the last several
5 years, community organizations, -business employers and
6 trade unions have been paying more and more attention
7 to what has been called "retirement education" --- what
8 can be done to assist a retired worker to live fruitfully
9 and happily within retirement. I think this is a very
10 important aspect of planning for the older age group.
11 I think one of the difficulties is that some, or many
12 people at the point of retirement are still having to
13 retire with very low incomes and that, through some
14 form of gainful employment, at least, perhaps until they
15 reach the age of seventy, is very important for them
16 in terms of being able to live reasonably comfortably.
17 I think this is one of the reasons why it seemed that
18 this group should have access to our employment services,
19 if they need it, for these reasons.

THE CHAIRMAN: Any further questions?
20 If not, Mr. Rogers and gentlemen, I would like to thank
21 you, on behalf of the Committee, for taking the time to
22 prepare such an excellent brief and taking the time to
23 come here today and present it. I am sure the rest of
24 the Committee enjoyed it just as much as I did. There
25 is much meat for thought there and it will be of help
26 to us in preparing our final report. Thank you, gentle-
27 men.

28 ---- Hearing adjourned.
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